

**THE SIGNIFICANCE OF FUNCTION SHIFT TO CONTINUING EDUCATION AND
TRAINING IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH**

by

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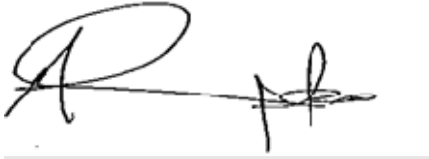
at the

UNIVERSITY OF SOUTH AFRICA

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DECLARATION

I, Alfred Mashau Rivombo, student number 0735-888-1 declare that **THE SIGNIFICANCE OF FUNCTION SHIFT TO CONTINUING EDUCATION AND TRAINING IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH** is my own work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete references.



SIGNATURE

23 May 2018

DATE

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I thank God the almighty for saving and enabling me to complete this study. I dedicate this thesis to my mother and late father who continuously showed keen interest in my lifelong learning journey. I thank my wife and children for tolerating my perpetual absence from home conducting research. Gratitude also goes to my Supervisor, Prof NRA Romm for the support and coaching that she patiently provided. I will not forget the support and motivation that I received from my former and current colleagues in the DHET and UNISA College of Education, respectively. Lastly, I thank all the participants who actively participated during the interview discussions.

ABSTRACT

Function Shift is the transference of functions, which involves responsibilities, assets and human resources (including their employment packages), from one department to the next. The Function Shift to which I refer in this study entails the shifting of functions from the former Adult Education and Training provincial directorates to the Department of Higher Education and Training (DHET). This process started in 2009 in terms of proclamation 48 of 2009. The purpose of my active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them. By 'experienced' consequences, I mean consequences that are not just imagined but were expressed by participants. I employed an 'active' qualitative research approach whereby I, as a researcher, am actively involved in the research process in trying to ensure that the research is bearing results for me as well as for the participants. I based the selection of Community Education and Training Colleges on the characteristics of the regions in which the colleges belonged. I clustered regions that portrayed similar characteristics and came out with 3 clusters. I selected one region and its respective college from each of the 3 clusters. From each of the selected regions and their corresponding colleges, I sampled a Regional manager, Curriculum Implementer or regional official, Principal, 1 Centre manager, 1 lecturer and 1 student. I collected data through first and second interview sessions, focus group discussion in 1 college and through evaluative discussion with 2 head office officials. To carry out data analysis, I used the principles of Atlas TI that encourages the coding, categorisation and thematising data collected from participants simultaneously with data from the reviewed literature. It emerged that all participants agreed that a multilevel change management system is suitable for Function Shift as opposed to the traditional rational/linear model and that Function Shift is a potential solution to Adult Education and Training challenges. The prevailing challenge was insufficient consultation, which resulted in some transitional challenges that could have been identified and mitigated against. My concluding recommendation is that the oral or print input made by members on the ground including the assessment of the real and practical situation in Community Learning Centres must drive the development of policies that

are still cascaded by the DHET. Consultation must be characterised by dialogue, not announcements of deadlines.

KEY WORDS

Function shift, disconfirmed expectancy, emotions, theory of resistance, multilevel change management, traditional linear change management, trial and error implementation

XITSONGA

NKOKA WA KU SUSUMETIWA KA MINTIRHO E KA DYONDZO NI VUDZAMBERI LEYI YI YAKA EMAHLWENI: MALAVISISELO YA MAHIKA

NKOMISO

Ku susumetiwa ka mintirho swi vula ku susiwa ka vutihlamuleri endzawuleni yinwana byi yisiwa endzawuleni yin'wani. Vutihlamuleri lebyi byi katsa tinhundu, timali, vatirhi ni miholo ya vona ni hikwaswo leswi fambelanaka ni xiyenge xexo. Ndzavisiso lowu wu vulavula hi ku susiwa ka vutihlamuleri bya dyondzo ni vudzaberi/vuthwaseli bya vatswatsi (Adult Education and Training) e mindzawuleni ya dyondzo ya le hansi ya swifunda (Provincial Department of Basic Education) ku yisiwa e ndzawuleni ya le henhla ya dyondzo ni vudzaberi (Department of Higher Education and Training). Nghingiriko lowu wa ku cinciwa ka vutihlamuleri wu sungurile hi lembe ra 2009. Makungu ya ndzavisiso lowu wa mahika I ku lavisisa hi vuxokoxoko vumbhoni bya switandzaku (mbuyelo lowunene ni lowu wu nga tsakisiki) leswi vangiwanga hi ku cinciwa ka vutihlamuleri, hi xikongomelo xo paluxa swirhalanganyi swa dyondzo ya vaaki (Community Education) ni ku ololoxa swirhalanganyi leswi. Loko ni ku vumbhoni bya switandzaku, ndzi vula switandzaku leswi swi nga kumbeteriwiki, kambe leswi vahlamuri (participants/respondents) va nyikaka vumbhoni bya leswi va nga swi vona ni ku switwa. Ndzi endlile vulavisisi bya mahika (active research), laha mina tani hi mulavisisi ndzi tlangeke xiyenge xa ku endla leswaku vulavisisi lebyi byi va ni mbuyelo lowu nga ta pfuna mina xikan'we na muhlamuri. Ndzi hlawurile tilholichi ta dyondzo ni vudzaberi ta vaaki ku ya hi tindhawu /tirhijini laha tikholichi leti

ti kumekaka kona. Ndzi longoloxile tirhijini hinkwato, ndzi ti katsakanya hi timpawu ta tona, ivi ndzi huma na mintlawwa minarhu. Ndzi hlawule kholeji yin'we eka ntlawa wun'wani ni wun'wani ni tirhijini ta tona. Eka rhijini yin'wana na yin'wana ndzi hlawurile no tihlanganisa na vanhu lava landzelaka: mufambisi wa rhijini, mukamberi/museketeri wa dyondzo a rhijinini, nhloko ya kholeji, mufambisi wa sentara, mudzaberi na xichudeni. Eka Kholeji yo sungula ni ya vumbirhi, ndzi hlengeletile mahungu hi ku burisana ni vahlamuri hi wun'we ha wun'we. Eka Kholeji ya vunharhu, ndzi hlengelete mahungu hi mbhurusano wa hlengeletano ya murhangeri wa senthara, vadzaberi va nharhu ni machudeni mambirhi. Ku kuma voxokoxoko ni nhlavutelo wa mahungu lawa ndzi wa hlengeleteke, ndzi tirhisile maendlelo ya "Atlas TI" yaku hlohlotela ku kuma vuxokoxoko hi ku tirhisa tekinoloji, ku longoloxa ku ya hi swiyimo ni ku endla vulavisisi eka tibuku tin'wana. Vahlamuri va pfumelelanile leswaku mafambiselo ya ku cinca loku khumbhaka swiyenge swo hambana-hambana (Multilevel change management) hi nkarhi wun'we hi wona lama fanelaka ku susumetiwa ka vutihlamuleri. Nakambe vahlamuri va pfumelelanile leswaku ku susumetiwa ka vutihlamuleri swi nga tisa xintshuxo eka ku tikeriwa loku a ku ri kona e ka dyondzo ni vudzaberi bya vatswatsi. Ndzi heta hi ku vula leswaku swibumabumelo leswi tsariweke ni ku vuriwa hi milomo ya vaaki, ni ku xopaxopela xiyimo lexi xi nga etisenthareni ta dyondzo ya vaaki, hi swona leswi fanelaka ku va makombandlela ya ku tumbuluxiwa ni ku hangalasiwa ka milawu (policies) leyi ya ha endliwaka hi ndzawulo ya le henhla ya dyondzo ni vudzaberi. Njhenhjekisano wa miehleketo exikarhi ka varhangeri ni vaaki hi yona ndlela ya kahle yaku tihlanganisa (consultation) na vanhu.

SEPEDI

MOHOLA WA PHETIŠETŠO YA MOŠOMO MO GO THUTO LE TLHAHLO TŠEO DI TŠWELAGO PELE: MOKGWA WA DINYAKIŠIŠO TŠA GO RAROLLA BOTHATA

KAKARETŠO

Phetišetšo ya mošomo ke go fetišetša mešomo, yeo e amago maikarabelo, dithoto le methopo ya batho (go akaretšwa ditshwanelo tša bona tša mošomo), go tloga go

kgoro ye nngwe go ya go ye nngwe. Phetišetšo ya mošomo yeo ke bolelago ka yona ka mo dinyakišišong e ama go fetišetša mešomo ya Thuto ya Batho ba Bagolo le Tlhahlo go tloga go diofisi tša bolaodibogolo bja diprofense tša Thuto ya Batho ba Bagolo le Tlhahlo tša pele go ya go go Thuto ya Godimo le Tlhahlo (DHET). Tshepetšo ye e thomile ka 2009 go ya ka pego ya 48 ya 2009. Nepo ya dinyakišišo tša ka tša go rarolla bothata ke go nyakišiša go tsenelela dipoelo tše dibotse le tše dimpe tša maitemogelo tša Phetišetšo ya Mošomo ka nepo ya go nyakišiša dibopego tša mathata le ditlhohlo tša Thuto ya Setšhaba le dikgonagalo tša go šogana le tšona. Ka 'dipoelo tša maitemogelo' ke bolela ka dipoelo tšeo di sa akanywego fela eupša di tšweletšwa ke bakgathatema. Ke šomišitše mokgwa wa dinyakišišo wa boleng wa "go rarolla bothata" moo nna, bjalo ka monyakišiši, ke amana ka dinyakišišong ka mafolofolo go kgonthiša gore dinyakišišo di na le dipoelo tše dibotse go nna le go bakgathatema. Ke theile kgetho ya ka ya Thuto ya Setšhaba le Dikholetšhe tša Tlhahlo go dibopego tša dilete tšeo dikholetšhe tše di lego gona. Ke hlopile dilete tšeo di bontšhago dibopego tša go swana gomme ka tšweletša dihlopha tše tharo. Go tšwa go dilete tše dingwe le tše dingwe tšeo di kgethilwego le dikholetšhe tšeo di amanago le tšona, ke dirile sešupo ka molaodi wa Selete, Mophethagatši wa Lenaneothuto goba mohlankedi wa selete, Hlogo ya Sekolo, molaodi wa Senthara yo motee, mofahloši yo motee le moithuti yo motee. Ke kgobokeditše data ka dikopano tša mathomo le tša bobedi tša dipoledišano, dipoledišano tša sehlopha sa nepišo kholetšheng ye tee ka dipoledišano tša tekolo le bahlankedi ba babedi ba kantorokgolo. Go dira tshekatsheko ya data, ke šomišitše methopo ya Atlas TI ye e hlohleletšago go swaya, go hlopha le go kgetha data ye e kgobokeditšwego go tšwa go bakgathatema ka nako ye tee le data go tšwa go dingwalwa tšeo di sekasekilwego. Go tšweletše gore bakgathatema ka moka ba dumetše gore mokgwa wa taolo ya phetogo ya magato a mantši o loketše Phetišetšo ya Mošomo kgahlanong le mmotlolo wa tlwaelo/thwii wa mathomong le gore Phetišetšo ya Mošomo ke tharollo ye e kgonagalago ya ditlhohlo tša Thuto ya Batho ba Bagolo le Tlhahlo. Tlhohlo ye e tšwelelago e be e le therišano yeo e sa lekanago, yeo e feleditšego ka ditlhohlo tša phetišetšo tšeo di bego di utollotšwe gomme tša fedišwa. Tigelo ya ka ya go phetha ke dikgopolo tša molomo le tšeo di gatišitšwego tšeo di filwego ke maloko a mo fase go akaretšwa kelo ya maemo a nnete le a tiro mo Disenthareng tša Go ithuta tša Setšhaba di swanetše go eta pele tšweletšopele

ya dipholisi tšeo di sa fetišwago ke DHET. Ditherišano di swanetše go bopša ke poledišano, e sego ditsebišo tša matšatši a mafelelo.

ABBREVIATIONS, ACRONYMS AND COMMON TERMS

ABET	: Adult Basic Education and Training
AET	: Adult Education and Training
CPD	: Continuing Professional Development
CAPS	: Curriculum Assessment Policy Statement
CETC	: Community Education and Training College
CETCAC	: Community Education and Training College Administrative Centre
CETU	: Continuing Education and Training Unit
CGB	: Centre Governing Body
CI	: Curriculum Implementer/Specialist/Advisor
CLC	: Community Learning Centres
CM	: Centre Manager
DBE	: Department of Basic Education
DCES	: Deputy Chief Education Specialist
DDG	: Deputy Director General
DHET	: Department of Higher Education and Training
FET	: Further Education and Training
FTE	: Full time equivalent
GETC	: General Education and Training Certification
KZN	: Kwa Zulu Natal
LECT	: Lecturer
LTSM	: Learning Teaching and Support Material
MLP	: Multi-level Perspectives
MoU	: Memorandum of Understanding
NASCA	: National Senior Certification for Adults
NCS	: National Curriculum Statement
NDP	: National Development Plan
NEETs	: Not in Employment or in Education and Training
NQF	: National Qualification Framework
OBE	: Outcomes Based Education
P	: Principal (e.g. P1 means Principal 1)
PEDs	: Provincial Education Departments
POSA	: Post Office South Africa

REQV	: Relative Education Qualification Value
RM	: Regional Manager
RNCS	: Revised National Curriculum Statement
RO	: Regional official/officer
TTCETC	: Task Team for Community Education and Training College
TVET	: Technical and Vocational education and Training
SASSA	: South African Social Security Agency
SDG	: Sustainable Developmental Goals
SETA	: Sectoral Education and Training Agency
ST	: Student (e.g. ST1 means Student 1)
UNESCO	: United Nations Educational, Scientific and Cultural Organisation
VCET	: Vocational and Continuing Education and Training Branch

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CHAPTER 1: OVERVIEW OF THE STUDY

1.1. INTRODUCTION

The process of Function Shift in the former Department of Education started in 2009 when the Department was split into two departments, namely, the Department of Higher Education and Training (DHET) and the Department of Basic Education (DBE). This was done by the President in terms of Proclamation 48 of 2009 (DHET, 2016: 2). Subsequently, Adult Education and Training (AET) centres and Further Education and Training (FET) colleges were relocated from DBE to DHET, and were referred to as Community Education and Training (CET) and Technical and Vocational Education and Training (TVET) colleges, respectively (see FET Colleges Act no.1 of 2013).

The Further Education and Training Colleges Act no. 1 of 2013 illustrates the process of transferring functions of TVET and CET colleges from provincial education departments (PEDs) to national DHET as Function Shift. The intention of implementing Function Shift was to form a linkage between CET and TVET colleges, and to improve access to Higher and Continuing Education by youth who are Not in Employment or in Education and Training (NEETs). Nzimande (Government Gazette no. 37928: 2014) refers to this as 'social inclusion.'

When the process of implementing part of the final stages of Function Shift was announced in 2014 to AET curriculum implementers¹ (CIs) in Mpumalanga Province, they were not well grounded about the process and subsequently expressed uncertainty and fear of job losses. When I commenced this research, I was an AET CI for systems and management. My decision to conduct this research was elicited by my first-hand experience of peoples' excitement and fear, which they expressed during departmental formal meetings that I attended and those that I conducted with CMs and lecturers, as district official. In my informal conversations with certain CIs and AET educators, the CIs indicated to me that some of them were afraid while AET educators were excited. They indicated that AET educators had high

¹ The title of curriculum implementer (CI) will be utilised interchangeably with Senior Education Specialist (SES) or curriculum implementer (CI) or regional official (RO).

expectation that the problem job insecurity of annual or triennial renewable contracts based on learner statistics, was going to be solved. I suspected that the excitement might later become disconfirmed expectations². I refer to these conversations as informal because they took place while I was still contemplating to conduct research and had not yet received any ethical clearance.

The purpose of this active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them.

I purposefully use the word 'active' to highlight the fact that this research is intended to elicit multivocality and multiple responses. Furthermore, it is edifying research because the manner in which I communicated with participants created a mutual learning encounter. My prompting encouraged participants to think more deeply about discovering new knowledge about the positive and negative consequences of Function Shift.

Romm (2013:1) provides the basis for my zeal to conduct research that becomes a learning experience for researchers and research participants. By extending Holstein and Gubrium (1995; 2003), she names such an approach as 'active research.' She posits that an active research approach entails active participation of the researcher to help the participant to think more deeply and to even discover new interpretations of events. I demonstrate how follow-up questions give participants an opportunity to compare their initial responses with alternative viewpoints. Romm (2013:1) calls this an active and accountable social enquiry that does not just record what participants say, but helps them to explore different possibilities and review their experiences.

By saying that this research elicits multivocality and multiple responses, I mean that new interpretations that are discovered supplement the ones that the participants had before the research encounter. There is an evolution of different perspectives,

² Zeelenberg, van Dijk, Manstead and van der Pligt (2000:3) describe a disconfirmed expectation as a psychological term that refers to failed prophecy.

which result in many interpretations and meanings. Holstein and Gubrium (1995:56) say that the active interview takes seriously, what respondents sometimes virtually tell.

In this study, I do not persuade the participants to discard their initial viewpoints that seem to be contradicting their new discovery but I give them an opportunity to indicate the different perspectives from which their different interpretations arise. As the participants respond to many follow-up questions on one subject, they discover many interpretations and meanings that they were not aware of. Moreover, these many interpretations are converted to multiple findings that lead to a wide range and magnitude of recommendations: ultimately, it becomes a credible lasting source of knowledge. As much as follow-up questions depend on participants' answers, I also consider additional samples, research instrument(s) and data collection tools to discover multiple answers from different dimensions.

1.2. BACKGROUND TO THE RESEARCH

There have been numerous 'Function Shifts' with different terminologies like 'merging' and 'rationalisation' since the dawn of a democratic South Africa (1994). Some of the examples are: the creation of a single national department of education out of 19 racially, ethnically, and regionally divided departments of education; the incorporation of colleges of education into universities; the merging of technikons and universities in various combinations as meticulously explained by Jansen and Taylor (2003); and the closure of teacher colleges; teacher unions have since called for their reopening (Chisholm, 2009).

Not all obstacles were immediately addressed by these processes. For example, the schools and universities of former white racialised groupings are still better resourced than those of former black racialised groupings (cf. Nzimande, 2012). This research, therefore, looks at challenges that might have been omitted. I conducted my research during the early stages of the implementation of Function Shift, which is referred to by the national policy on CETC (2015:10) as a piloting stage. I organised the research to involve strategists, implementers, beneficiaries and other stakeholders in considering the experienced positive and negative consequences of

Function Shift. This research may also assist policy developers during the evaluation of this pilot project.

Adult education has been neglected for years by both apartheid and democratic governments. More attention has been given to the mainstream³. While different programs and teaching strategies, like Outcomes Based Education (OBE), National Curriculum Statement (NCS), Revised National Curriculum Statement (RNCS) and Curriculum Assessment Policy Statement (CAPS) were introduced and cascaded to mainstream educators, Adult Basic Education and Training (ABET) moved very slowly in terms of curriculum reinforcement and implementation (Aitchison, 2003a,b; Umalusi, 2008).⁴ The situation was exacerbated by unfavorable conditions of service for erstwhile AET educators, which resulted in the exodus of qualified educators (Rivombo, 2014). According to the TTCETC (Baatjes, 2012) the district municipal CET College, as the ultimate institution resulting from Function Shift, should comprise a stable number of students. The attainment of required student numbers and stability may reverse the exodus of qualified educators from adult education due to unfavorable conditions of service.

The proclamation of the Continuing Education and Training Act no. 16 of 2006, (CET Act no.16 of 2006), which was the conclusion of FETC Act no1 of 2013, and the gazetting of the national policy on Community Education and Training Colleges (Government gazette no. 38924: 2015), shows that education and training for adults and youth ultimately started to receive the necessary attention by the South African government and some stakeholders. I can define Function Shift, in terms of Adult Education and Training, as the planning and implementation of CET Act no. 16 of 2006, as abridged by the national policy on CETC.

³ Mainstream school is children's day school. Mainstream child is a schoolchild.

⁴ Some exceptions (as far as adult literacy was concerned) were the South African National Literacy Initiative (SANLI) and the Kha Ri Gude mass literacy campaign (KRG), which were aimed to redressing past neglect of learners (under the apartheid system) who thus needed basic literacy in reading, writing and numeracy (McKay, 2017).

The Mpumalanga AET CIs, DCESSs, CMs and educators responded like those who were hearing about the announcement of Function Shift for the first time during the August 2013 roadshow. Hence, there was much anxiety among many. Examples of questions that were asked by CIs during the September 2014 roadshow were: 'Are our jobs secure? 'What about the conditions of service and benefits after shifting?', 'Will we be expected to relocate?'. Due to these fears some requested to be redeployed from AET while there was time to flee. While most CIs were anxious, other CMs and educators were excited. Before 1 April 2015 ten out of thirty CIs and one out of three districts' DCESSs in Mpumalanga province had already left AET, some to other departmental directorates and others to the private sector. I discovered during my interaction with participants that resignations of CIs, CMs and lecturers also occurred in other provinces.

1.2.1. THE NATIONAL POLICY ON COMMUNITY EDUCATION AND TRAINING COLLEGES

The national policy on CETC, which I explicate in Chapter 2, is the product of TTCETC. I assume that this initial policy is a pilot, as the minister of DHET indicates that for piloting purposes only one college is to be established in each of the nine provinces of South Africa (see Government Gazette no. 38924:10).

The potential clientele of CETC are senior adults and NEETs. The TTCETC identified some of the challenges of adult education as venues and times of operation; duration of contact time; low enrolment and learner attrition; exodus of qualified educators; and low pass rate.

Erstwhile AET centres were renamed Community Learning Centres (CLCs), serving as operational sites of the Community Education and Training College Administrative Centres (CETCACs). My simple explanation is that CETCACs are central administrative offices of CETCs where principals and their management teams are stationed. CLC managers reports to principals and their management teams at CETCACs. The Centre Governing Bodies (CGBs) ceased to exist and were replaced by the College Councils. The national policy on CET College is silent regarding the CETU protocols.

In order to cater for its diverse clientele like out-of-school youth and adults, the CETC aims at offering GETC programme, vocationally-oriented skills and knowledge programs leading to sustainable livelihoods outside of the formal sector and programs that are appropriate to their particular communities. These programs are driven and funded by the State. They are registered on Levels 1 to 4 of the National Qualifications Framework (NQF), and quality assured by Umalusi and Quality Council for Trades and Occupations (QCTO). Non-formal programs that do not lead to qualifications are quality assured internally at the college.

The CETU, just like the former AET directorate, does not have its own infrastructure. Some CETCACs share their space with TVET colleges, some with universities and some in community based projects. The CLCs are still hosted by mainstream schools, faith based organisations and community structures like municipal or the tribal authority's buildings.

1.2.2. CURRENT STATUS OF THE RESEARCH SUBJECT AND SIGNIFICANCE

The TTCETC was appointed in 2011. The first roadshow to inform provincial officials about Function Shift was conducted during August 2013 in Mpumalanga. When people started to leave AET due to fear, the provincial director for FET arranged a meeting on the 6 March 2014 to allay their fears. The second roadshow was conducted by the representative of DHET labor directorate to inform officials, CMs and educators that the preparation for shifting AET functions from the provincial DBE was complete and the transferring of functions would be effected on the 1 April 2015. The second roadshow was conducted during September 2014 in Mpumalanga.

The September 2014 roadshow gave an opportunity to those who were willing and those unwilling to transfer to the DHET to indicate their option by completing the forms so that they could be absorbed in the DHET or given an opportunity to look for absorption in their provinces, respectively.

My informal encounter with CIs and educators (as a CI) discovered that new hope was elicited by the publication of Continuing Education and Training Act no. 16 of 2006, the gazetting of National policy on CETC, the circulation of Communication

Circular no. 1/2015 from the Director General of DHET and the appointment of acting principals. The national policy on CET Colleges outlines the CET Act 16/2006. Communication circular no 1/2015 elucidates progress made during transition, clarifying parts of the national policy on CETC and highlighting the importance of using ⁵CETU terminologies like Community Learning Centres (CLC), lecturers and students that replaced AET centres, educators and learners, respectively.

I assumed that the appointment of acting principals engendered hope and relief because they established a line of regular communication between management or government with the affected persons. My informal discussions with lecturers, centre managers and CIs convinced me that regular communication was reassuring. DuFrene and Lehman (2014:1) explain that open, honest and regular communication is essential to allay employees' fears and uncertainty and to keep them motivated and productive during transition.

1.3. PROBLEM STATEMENT

The simultaneous expression of different feelings by different recipients or audiences (i.e., anxiety, excitement and mixed feelings) stimulated my pursuit to establish the root of these feelings. Although these feelings were speculative, they needed scientific exploration so that I could recommend the sustenance and improvement of excitement stimulators, and recommend the corrections or annihilation of anxiety stimulators. Different feelings were based on different interpretations of Function Shift and those interpretations influenced their anticipation.

The level of dissatisfaction and mass resignation of CIs, CMs and lectures, while others were excited, raised my conscious that this noble aim of Function Shift of improving access to Higher Education by Adults and NEETs may not be attained. The access to higher education by NEETs and adults will enable the attainment of the aim of NDP 2030. The aim of NDP 2030 is to eliminate poverty and reduce inequality by 2030. The attainment of NDP 2030 would be South Africa's positive contribution towards the Sustainable Developmental Goals (SDGs), known as 2030

⁵ Henceforth I will be using the CETU terminology.

Agenda of the United Nations Educational, Scientific and Cultural Organisation (UNESCO), especially SDG 4 which deals with Quality Education. Education is central to the realisation of the 2030 Agenda as a whole. It ensures inclusive and equitable quality education and promotes lifelong learning opportunities for all (UNESCO, 2017). The failure of CETC is also a threat to the 2030 Agenda.

The shifting of AET functions from provincial DBEs to DHET did not follow the traditional linear change agenda. Informal discussions with some stakeholders suggested that it was failing. I decided to conduct research that would hopefully stimulate participants to look for information and be ready to learn from the research process.

Supporting questions that elicited the stimulated responses to my main questions investigated if the CET college structure was just a duplication of Gauteng's structure and if it was inappropriate for my sampled colleges. I investigated the functionality of the envisaged CETC. The other significance of this research study is the challenges that CETC intends to address, which are: low enrolment; high drop-out rate; and low pass rate in the former AET centres. Coley (2000:4) agrees with Dougherty (2012:1) that the Community College style is flourishing with high enrolment in the United States (US). However, Dougherty (2012:4) also raises concern over the Community Colleges' challenges of high dropout rate and low pass rate. To address these challenges Dougherty (2012) proposes to explore the colleges' consistency in maintaining their original goals, and their responsiveness to ever-emerging clientele and socioeconomic environment. This active research concurs with Dougherty's approach that we, together with our potential diverse clientele, continuously discover new knowledge, that is, the ever-evolving identity of our clientele and curriculum needs in terms of content and methodology so that we can register maximum number of students, retain the statistics and have satisfactory output.

My research was done from three perspectives. Firstly, I looked – with participants – at the planning or research process of the TTCETC. Secondly, I explored with participants the change process. Thirdly, I investigated the feasibility of the resultant management structure and curriculum delivery, which led me to the study of the CETC, which is, the CETCAC and its CLCs. My consultation with each participant

concluded with reflection on their engagement with me regarding the new knowledge that they might have gained and/or challenges that they might have experienced. Some of the guiding questions follow:

1. What are the participants' perspectives about Function Shift?
2. How was change management carried out during the transition from DBE to DHET?
3. What are the effects of implementing the transition from DBE to DHET while the planning was still in process?
4. What is the experienced significance of Function Shift?
5. What are the possible weaknesses of Function Shift?

With this research I intended to intensify the attainment of development strategies of NDP through the CET branch which was based on the broader scope of reference. By broader scope of reference, I am referring to data that are collected from people of diverse background and circumstances. The NDP's development strategy is articulated by the minister of DHET, Nzimande (Government Gazette no.37928), as: increased access and greater quantity, improved quality and relevance, diversification and integration, and, mobility and innovation. This research may also contribute towards a better or improved strategy of community consultations, involvement or outreach for any policy or project development.

1.4. AIMS AND OBJECTIVES OF THE RESEARCH

1. To explore participants' perspectives about Function Shift.
2. To investigate the change management system that was followed during transition from DBE to DHET.
3. To assess the experienced effects of implementing the transition from DBE to DHET while the planning was still in process.
4. To identify and explore the experienced positive significance of Function Shift.
5. To explore possible weaknesses of Function Shift.
6. To suggest advancement and remedial strategies for the positive and negative consequences of Function shift, respectively.
7. To outline the impact of active research approach on this research project.

1.5. RESEARCH METHODOLOGY

1.5.1. QUALITATIVE RESEARCH

I used the qualitative research approach to directly interact with participants to collect data from their situations as described by McMillan and Schumacher (2006: 315). Qualitative research is an inquiry in which researchers collect data in face-to-face situations by interacting with selected persons in their settings. The qualitative research approach gave me freedom to utilise different methods of data collection so that I arrived at conclusions that reflected the interpretation of participants' reality. Polkinghorne (2005:138) asserts that the primary purpose of qualitative research is to describe and clarify experiences as lived and constituted in awareness. Springer (2010: 382) and McMillan and Schumacher (2006: 315) confirm this by indicating that qualitative research is employed when the researcher wants to reconstruct the experience of the participant. Through the qualitative research method, I was able to conduct an in-depth investigation of participants' experiences and to interact with them in exploring their understanding of their experiences of situations.

1.5.2. ACTIVE RESEARCH APPROACH

This research followed an 'active' qualitative research approach. Active, denotes the fact that I, as a researcher, am actively involved in the research process in trying to ensure that the research is bearing results for me as well as for the participant. Romm (2013:1) impresses that an active research approach entails active participation of the researcher to help the participant to think more deeply and to even discover new interpretations of events. I reinforce Romm's notion by saying that by discovering new interpretations, the participant redefines and broadens the prevailing challenge and then, together with the researcher, looks for a remedy. By this I am substantiating the principle of Holstein and Gubrium (1995:56) who state that in active research, participants are given an opportunity to indicate the different perspectives on which their different interpretations are based.

This approach is relevant for this study because it gives participants an opportunity to highlight more factors that may be considered when planning and implementing

change or restructuring. Siemer, Mauss and Gross (2007:1) maintain that different emotional reactions are evoked by different interpretations of the same situation. My simple example that can be an analogy of Siemer et al.'s assertion is: when you look at the person from the back, his/her left hand is at your left side, but when you look at the same person from the front his/her left hand is at your right side. My active involvement, which entailed follow-up questions and presentation of possible alternative scenarios, helps participants 'to look at one person from different sides.'

1.5.3. RESEARCH DESIGN

I integrate non-interactive and interactive methods, that is, historical document analysis and phenomenological research, respectively. In this section a synopsis of the research design is presented. Chapter 3 provides greater detail.

1.5.3.1. Historical Documents' Analysis

McMillan and Schumacher (2006:26) say that historical analysis involves a systematic collection and criticism of documents that describe past events by studying past educational programs, practices, institutions, persons, policies, and movements. The historical documents that I analyse are policies of different provinces that depict the management, administration, governance, and organogram, funding practices, challenges and highlights of AET before 01 April 2015.

1.5.3.2. Phenomenological Design

Phenomenological design allows me to describe participants' own understanding and interpretation of their experience. McMillan and Schumacher (2006:26) say that a phenomenological study describes the meanings of a lived experience. Through interviews I elicited participants' perceptions about their everyday experiences. Onwuegbuzie and Leech (2009:882) explain that qualitative researchers study the phenomena in their natural settings, and then try to understand and interpret them. This design enabled participants to be precise in pointing out the challenges that were addressed by Function Shift, challenges that still need to be addressed,

challenges that are caused by Function Shift and remedial suggestions. To accentuate the fact that this research was intended to be educative, a question was followed by follow-up questions, which stimulated participants to think more deeply about new/alternative interpretations of their environment and to come up with remedial suggestions.

1.5.4. DATA COLLECTION

1.5.4.1. Sampling

Sampling plays a major role in research. As the purpose of this research is to produce a model that results from the larger community, I use purposive sampling in conjunction with maximum variation. By larger community, I mean that my participants represent most aspects of diversity. Merriam (2002:61) says that purposive sampling implies the selection of information-rich cases that one can study in depth and thus learn a great deal about issues of central importance for the purposes of the research.

The minister of DHET (South Africa, 2015) proclaimed nine CET Colleges, each located in the province, which is identified as region in the DHET structure (South Africa, 2015). Each of the nine regions (erstwhile provinces) has its unique profile that determines the context of the college that it manages or supports. My selection of CET Colleges from which I selected participants also considered their context which I characterised by their organogram, support structures (management and curriculum), curriculum and programs offered, enrolment/statistics and output, educators' conditions of employment (term of contract, hours per month, minimum salary, payment system and other benefits), venues and times of operation. I clustered regions that portrayed similar characteristics and came out with 3 clusters. I selected one region and its college from each of the 3 clusters. From each of the selected region and its corresponding college, I selected 1 regional manager (RM), 1 Curriculum Implementer or regional official (RO), 1 Principal (P), 1 Centre manager (CM), 1 lecturer and 1 student I had also intended to select members of college councils but they were represented by principals.

I created a space for possible expansion of my research field in case some participants referred me to participants who were not sampled at the beginning of the research or gave information that might necessitate further enquiry; thus snowballing was provided for. That concurs with Holstein and Gubrium (1995:74) who state that active sampling is continuous. Towards the close of my research, I selected two DHET head office officials to participate. The participation of head office officials was an opportunity to evaluate the analysis of my findings and my recommendations.

1.5.4.2. Research Instruments and Data Collection Strategies

a. In-Depth Interviews

I employed in-depth interviews. McMillan and Schumacher (2006: 350) describe in-depth interviews as interviews based on open-ended questions that obtain particular meanings as individuals conceive or interpret their world and as they explain or make sense of the important events in their lives. Using an interview guide approach, I was flexible but did not lose focus. I asked follow-up questions, some of which are not captured or written in the interview instrument (McMillan and Schumacher, 2006:351). I constructed probes to display my active participation as a researcher, which helped the participant explore the challenges associated with Function Shift more thoroughly. These dealt with essentials that might have been omitted when planning and implementing the Function Shift, challenges that arose with Function Shift, and remedial suggestions.

b. Focus Group Discussion

Focus group interviews are a qualitative research method that consist of a carefully designed “discussion” which allows people to express their points of view in a group setting and can provide researchers with indicators of programme impact (Villard, 2003). I organised a focus group discussion for one CM, three lecturers and two students who were managed by P3. Morgan (2012: 13) motivates that homogeneity of participants in Focus Group Discussion is more than background characteristics and demographics. It is based on the similarity with regard to their stimulus and involvement in the topic. Ryan, Gandha, Culbertson, and Carlson (2014: 333) cite

Morgan (1997) who notes that focus groups provide direct evidence about similarities and differences in participants' opinions and experience. I wanted the participants to share their different opinions regarding the research process of the TTCETC, their different experiences of the transitional period and how each of them felt about the CET College.

c. Second Interview Sessions

I conducted the second interviews with one CI, one Principal and one centre manager from each of the selected districts and colleges. The discussions were based partly on the comprehensive report of all observation sheets that were captured in their respective districts. We also discussed further some of the questions and answers of the prior fieldwork interviews.

d. Evaluation of my (Draft) Findings by DHET Representatives

In order to effectively contribute towards the improvement of the newly established CETU, it is important that the founders and managers of the process be given an opportunity to analyse other people's inputs. This gave them an opportunity to clarify some misconceptions that the participants might have had, acknowledge the omissions that participants identified, to offer their respective recommendations and make further inputs towards positive significance of Function Shift.

1.6. DATA ANALYSIS AND PRESENTATION OF FINDINGS

The manner in which I planned the sequence of my research instruments and data collection strategies facilitated simultaneous data collection and analysis. I practiced what De Vos, Fouch and Delport (2005:335) and Merriam (2002:195) articulate when they say data analysis does not start at the end of data collection, but they take place simultaneously. The follow-up questions that I posed during interviews also assisted me to categorise participants' interpretations when they gave more clarity and when they thought to respond to alternative scenarios. This confirms the fact that data analysis, through the coding system which De Vos et al. (2005:335) describe as a method of categorising, ordering, manipulating and summarising, is

conducted simultaneously with data collection. The presentation of my findings in Chapters 4 and 5 is preceded by restating the research questions so that the reader can see the relevance of the data collected and analysed, and how my recommendations give possible solutions to the research questions. The discussion of my recommendations with the TTCETC and the DHET representative serves as a final analysis which results in the concluding recommendations.

1.7. CHAPTER DIVISION

1.7.1. CHAPTER 1

In Chapter 1, I explained the background that prompted my investigation, that is, the two contradicting scenarios: on the one hand the thrilling announcements of the implementation of Function Shift, on the other hand, the skeptical reception of the announcement by CIs. I discussed the purpose of this active research which is to investigate the experienced positive and negative consequences of Function Shift while also suggesting remedial inputs and I elucidated how I proceeded in terms of this purpose.

1.7.2. CHAPTER 2

Chapter 2 identifies and engages with the literature that deals with the meaning of Function Shift and its implications. As Function Shift is tantamount to change, I review theories related to change management. The primary documentary literature that I review is: the reports on the chronological developments of the shifting functions of former AET directorates from provincial DBEs to DHET; government gazettes that govern Function Shift; report of the TTCETC; and details of how Function Shift has been carried out in different countries. Scholarly literature that I review comprises books, articles and journals that reflect on the policies, implementation, and importance of and challenge that are caused by Function Shift. I pay attention to authors who have contributed to reframing the theoretical focus on 'resistance to change' by focusing on people's contextual responses in specific instances of change.

1.7.3. CHAPTER 3

I introduce Chapter 3 by recapping the purpose of this research to keep myself focused on identifying relevant information, which is to investigate in depth the experienced positive and negative consequences of Function Shift with an intention of exploring problematic features and challenges of Community Education and possibilities for addressing them. The relevant information that I focus upon revolves around the following: the meaning and the implications of Function Shift as perceived by various participants; Function Shift as change; reaction towards change; the role of beneficiaries of Function Shift during planning and implementation phases; and experienced challenges and highlights of Function Shift. This intention guided the development of findings during the course of the research.

I engage with paradigmatic considerations so that I can elucidate the rationale behind the choice of my research methods, data collection strategies, processes and analysis. I justify why I used in-depth interviews and focus-group interviews in this research project in a way that allows the research to become active in the sense of enabling participants and stakeholders to further reflect upon the phenomena being explored. While using interpretative theory as my predominant philosophical guideline, I discuss different paradigmatic positions that I locate in the methodological literature and show how this study draws on some elements of positivist/postpositivist, interpretivist and critical theoretical paradigms.

In Chapter 3 I also further clarify my sampling procedures, data collection procedures, and analysis and interpretation methods. I explain aspects that I believe will render my research valid, credible and in compliance with research ethics. I conclude by presenting a detailed explanation of the analytic process of coding, categorisation and thematisation and how this analytic process contributes to the attainment of my objectives.

1.7.4. CHAPTER 4

In Chapter 4 I start by motivating why I use more than one type of data collection tool. The explanation revolves around different reactions towards and/or against

Function Shift due to different meanings and consequences that the participants ascribe to Function Shift. I demonstrate the utilisation of a framework that I explained in Chapter 3, which comprises critical rationalistic or non-foundationalism theory, interpretative theory and critical theory, and how these philosophical assumptions led me to a qualitative research approach, in particular, an active research, as an appropriate approach. I show how active research helped me to influence participants to express their interpretation and viewpoints about their situation while reflecting on these during the interviews. I proceed with a detailed interpretation of participants' responses, relating these also to some of the literature that I identified in Chapter 2, and explaining the relevance of the findings in relation to the literature.

1.7.5. CHAPTER 5

In Chapter 5, I portray critical discussions that I held with principals, centre managers and regional officials/CIs during second interview sessions and with head office officials that I conducted later. The second interview sessions involved participants' reflecting on what they said, in the first encounter and also comparing this with the contemporary situation (since the first encounter). This chapter acknowledges that what a participant feels and says presently may be felt and experienced differently in future.

The discussion with head office officials on which I also report in Chapter 5 was aimed at

- apprising them about the sentiments that the regional and college participants had regarding the timing of the implementation of Function Shift and the level of consultation;
- exploring if they did or did not erroneously contribute towards the misconceptions that regional and college participants had about Function Shift, then look for a remedy;
- giving them an opportunity to reflect upon the change management system that they used, i.e. the multilevel rather than the linear S curve approach (with the latter being similar to the traditional linear approach outlined in Chapter 2);

- drawing their attention to the impending weakness of Function Shift, which may lead to disconfirmed expectancy if the promised expansion of curriculum and introduction of skills programs do not materialise; and
- Giving them an opportunity to reconsider the success or progress of Function Shift in terms of their short term and long-term goals.

As in Chapter 4, I relate participant responses to some of the literature discussed in Chapter 2.

1.7.6. CHAPTER 6

The findings and recommendations that arise from this study are a response to my outline of the aims and objectives of the research. I first present the findings and recommendations in accordance with the codes, categories and themes that emerged in Chapters 3 and 4. I then present them according to the logic of responding to the aims and objectives of the research. I conclude by highlighting the limitations of the research and areas that need further study.

CHAPTER 2: LITERATURE REVIEW

2.1. INTRODUCTION

Chapter 2 expounds upon the literature that deals with the meaning of Function Shift and its implications. The documents as discussed in this chapter also serve as guidelines to assess the success of Function Shift. As Function Shift is tantamount to change, theories related to change influenced the choice of literature that I reviewed. The primary documentary literature that I reviewed was the reports on the chronological developments of the shifting functions of former AET directorates from provincial DBEs to DHET; government gazettes that govern Function Shift; report of the TTCETC; and details of how Function Shift has been carried out in different countries. Scholarly literature that I reviewed comprises books, articles and journals that reflect on the policies, implementation and importance of, and challenges that are caused by organisational change. In looking at the scholarly literature I used some seminal works of authors who are regarded as pioneering certain theories and concepts, as well as later authors' work that develops the initial arguments. I show how my research work relates to the various arguments.

2.2. ASSESSMENT CRITERIA FOR FUNCTION SHIFT

2.2.1. ASSESSMENT OF FUNCTION SHIFT THROUGH THE STANDARD MANUAL OF FISCAL FINANCIAL COMMISSION

Function Shift in South Africa is part of intradepartmental governance. Crisp (2007:5) defines 'Function Shift' as a process of reassigning functions to a different state of organ or department from the one to which it was initially assigned by the Constitution or any law made by Parliament or a Provincial Legislature to the next. I can simply say that Function Shift is change from one department to the next. Crisp's definition also notes that the function that is reassigned to another department was initially assigned to a certain department. It is against this background that the fiscal financial commission in South Africa mandated a standard manual that assesses function shifts (Crisp, 2007) using the following assessment criteria:

1. The proposed shift of the function must respect, promote and fulfil the provision of the constitution.
2. The contemplated shift must fit well in the general framework of an established government policy.
3. The Function shift must be appropriate for the republic as a whole in terms of its impact on service delivery.
4. Functions must include funds associated with delivering of services, current assets, budget and all future resources.
5. Functions should be transferred as a whole to avoid conflict between the affected departments.
6. Monitoring of the process should continuously be conducted until it is settled.
7. It must adhere to the principle of efficient, effective and sustainable delivery of services by: promoting equitable, efficient, affordable, economical and sustainable access to basic services by all customers; providing services as close as possible to the targeted communities; minimising costs of services to consumers and customers; benefitting the greatest number of residents; delivering services without disruption; promoting the safe and healthy environment; promoting efficient, effective and accountable public administration; promoting cooperative government and addressing inequalities in the society.

I developed the research interviewing questions and discussion topics with these assessment criteria in mind. For instance, I wanted to know if the Shifting from DBE to DHET was benefitting all South Africans in both rural and urban areas. Crisp (2007:4) motivates the need to assess the impact and appropriateness of a Function Shift by saying that Function Shift may make life easier for a particular department or sphere without any positive impact on services to the country. The evidence should show that the change is beneficial for the country. This assessment criterion goes hand-in-hand with my research topic that intends to investigate the positive and negative consequences of shifting the functions of adult education from PEDs to the national DHET.

In her presentation to Nigerian PER steering committee, Khemani (2001) outlined the chronology of Nigeria's Function Shifts from Federal States to National Government and back to Local Governments during 1954, 1966 and 1999, respectively. Her presentation is around the effective utilisation of resources by the three tier levels of governments. She acknowledges that local governments contribute a large percentage of country's revenue but they are allocated little for service delivery. She also indicates that the military state distributed national resources in a wasteful manner, through the creation of new states and local governments along ethnic and political lines, without regard for economic viability. Khemani (2001:2) outlines the prescripts of Nigeria's constitution:

'The functions of a local government council shall include participation of such council in the Government of a State as respects the following matters: (a) the provision and maintenance of primary, adult and vocational education; (b) the development of agriculture and natural resources, other than the exploitation of minerals; (c) the provision and maintenance of health services; and (d) such other functions as may be conferred on a local government council by the House of Assembly of the State.'

I agree with Khemani when she attributes Nigeria's local governments' poor service delivery to incompatibility of allocated funds with assigned functions and power struggle between National, Federal and local government leaders.

The shifting of AET functions from PEDs to DHET in South Africa was grossly underfunded because the DHET just absorbed it with the little that PEDs was unfairly allocating to AET directorates. This is confirmed by the DDG (Mahlobo, 2016) when he says that the large portion of the budget went to remuneration of CMs and lecturers. The irony is that the very same CMs and lecturers are expressing concern about unbearable working conditions, especially low salaries.

2.2.2. ASSESSMENT OF FUNCTION SHIFT THROUGH THE NATIONAL DEVELOPMENTAL PLAN

On the one hand, Crisp (2007:8) says that the main purpose of Function Shift is to accelerate the administration and delivery of services; on the other hand, Nzimande (Government Gazette no. 3792) states that the rationale behind Function Shift is to increase access and greater quantity; improved quality and relevance; diversification and integration; and mobility and innovation in Higher Education as envisaged in the development strategies of the National Development Programme (NDP). This research project seeks to explore how the rationale behind Function Shift might be accomplished significantly. I explore if the main purpose of Function Shift is achieved.

2.3. FUNCTION SHIFT IS TANTAMOUNT TO CHANGE

I concur with Crisp (2007:6) when he says that Function Shift is tantamount to change. Webster (2016) associates change with: transformation; taking different position or direction; replacing something with another thing; and shifting from one situation to the next. I notice that Webster's account agrees with the Further Education and Training Colleges Act (FETCA) no. 1 of 2013 and Continuing Education and Training Act (CETA) no. 16 of 2006 which say Function Shift is the transference of budget, equipment, physical and human resources of erstwhile Further Education and Training (FET) Colleges and Adult Education and Training (AET) Centres from Provincial Education Departments (PEDs) to the Department of Higher Education and Training (DHET).

This process of Function Shift in South Africa, in the context of adult learning and youth development, resulted in the establishment of Continuing Education and Training Unit (CETU) under which Community Education and Training College (CETC) was located. Therefore, it is appropriate to equate Function Shift with change.

2.4. PHILOSOPHIES OF CHANGE

2.4.1. CONTENTS OF 'THEORY OF RESISTANCE TO CHANGE'

My research was guided by my engagement with the contents of 'theory of resistance to change.' Dent and Goldberg (1999: 25) indicate that Lewin (1947) introduced the term 'resistance to change' as linked to his argument regarding the need for group decision-making; but use of this term started a debate about the relevance of the term 'resistance to change.' They argue that the terminology that he introduced often has become quoted out of context. As they (1999: 25) put it:

Kurt Lewin introduced the term as a systems concept, as a force affecting managers and employees equally. Because the terminology, but not the context, was carried forward, later uses increasingly cast the problem as a psychological concept, personalising the issue as employees versus managers. Acceptance of this model confuses an understanding of change dynamics.

Dent and Goldberg argue that the terminology of 'resistance to change' gives the impression (within academia and in organisational practice) that people are reluctant to accept change. They consider this to be misleading – it now seems to be a 'received truth' that people resist change. By definition, received truth is accepted without question (Dent and Goldberg, 1999). Dent and Goldberg cite Kuhn (1970) who says – in the context of examining change in the scientific arena – that the theory of change should not be associated with resistance; the belief that people do resist change causes all kinds of unproductive actions within organisations (1999:25).

Dent and Goldberg (1999:26) concur with one of the premises of 'resistance to change theory', namely, that employees are not wholeheartedly embracing change that management wants to implement; they may resist the unknown, being dictated to, or management ideas that do not seem feasible from the employees' standpoint. However, that is not total resistance to change. Dent and Goldberg are concerned

that researchers and managers in the 1950s quickly adopted the phrase without defining it or examining its credibility.

Sarayreh, Khudair and Barakat (2013) likewise argue that Lewin's (1947) approach to change was not meant to imply that managers should regard employees as 'resistant to change', but was rather meant to offer a suggestion for resolving social conflict by 'facilitate planned change through learning, and so enable individuals to understand and restructure their perceptions of the world around them' (Sarayreh et al., 2013: 626).

Dent and Goldberg trace some of the literature on the term 'resistance to change' since Lewin. They point firstly to research on resistance to change in organisations as undertaken by Coch and French (1948). The research questions that Coch and French (1948: 512) posed were '(1) Why do people resist change so strongly? and (2) what can be done to overcome this resistance?' They (1948: 512) researched these questions via what they call a 'real life action experiment'. The conclusion of Coch and French's research was that groups that were allowed to participate in the design and development of the changes have much lower resistance than those that do not. They (1948: 524) also concluded that 'participation through representation results in slower recovery than does total participation'. In other words, it seems preferable to strive to generate a climate of 'total participation.' Therefore, they advise managers to hold consultative general meetings to communicate a need for change and to encourage the involvement of all workers from the planning stage onwards. The quest should be to 'stimulate group participation in planning the changes' (Coch & French, 1948: 531). Their advice was offered in their article on their research that was published in *Human Relations* entitled 'Overcoming Resistance to Change.' Here they offer advice, much in the same way as Lewin (whom they cite), for generating participation.

Coch and French's publication was followed by Zander's (1950) 'Resistance to change – Its Analysis and Prevention.' Zander give six reasons for resistance, which I condense into four possible causes of resistance: when the process's ultimate goal and the implications of change are not clearly *communicated*; when the change subjects or the affected people are not given an opportunity to *participate* in the

planning and implementation of change; when change is about individuals not the *system*; and when change ignores the already established *institutions* in the group.

Zander's work was followed by Lawrence's (1954) concentration on 'How to deal with resistance to change?.' Like Zander, Lawrence gives possible causes of resistance to change. He says that if the change process coordinator concentrates on the technology of change (e.g., redeploying workers from one site/position to the next) ignoring the social aspects of those redeployments, and if the change process coordinator does not respect workers as specialists in their field of work, resistance to change may ensue. He proposes the following as remedy to resistance to change (as summarised in Dent and Goldberg, 1999, 35):

1. *Broaden staff interests* – staff specialists become so identified with their 'baby' that they are not open to ideas;
2. *Use understandable terms* – staff specialists should work with production employees until changes make sense to the latter group.
3. *Take a new look at resistance* – 'another attitude that gets staff into trouble is the *expectation* that all the people involved will resist the change.'
4. *Develop new job definitions* – the new job definition should be broadened from 'the generation of ideas' to 'the generation and implementation of ideas.'
5. *Revise the role of the administrator* – the manager should see himself or herself as primarily a facilitator of communication and understanding between people with different points.

Dent and Goldberg note that Lawrence's work was followed by Dreese's (1955) *Speech on Overcoming Resistance to Change* (unpublished manuscript, George Washington University), which was produced as a film by Flower (1962). Dent and Goldberg (1999: 36) point out that in similar fashion to Coch and French and Zander and Lawrence, Flower in his film propagates the involvement of employees in the planning and implementation of change, suggesting that their involvement will reveal their misconceptions to their employers and will elicit their input. In addition to these authors' inputs, Flower (1999: 36) declares that change must not be imposed on workers, change must be communicated to workers as individuals, not as a group

and it must be based on finding out what change means from the various employees' perspectives.

Dent and Goldberg (1999) suppose that the five authors of the 1950s made great contributions towards change management, which will be helpful in my research. Nevertheless, their findings and recommendations are about the possible causes and remedies of resistance to change, while my approach is focused more on examining *contextual features of responses to change on the part of those affected*. That is, I do not start with the assumption that, as Schuler (2003: 1) puts it, 'resistance to change' needs to be overcome. Or as Pardo del Val and Martinez Fuentes (2003: 2) express this sentiment: 'Undoubtedly, resistance to change is a key topic in change management and should be seriously considered.' Or again as Lushchak and Bepalyuk (2013: 149) state, 'the availability to predict kind and size of resistance and to combine different strategies for reducing the resistance is very important skills of successful manager'.

Instead of taking this starting point, I prefer to reframe the issues, in the way that Dent and Goldberg cite authors such as Beer, Eisenstat, and Spector (1990) and Kotter (1995), who focus on *how to implement change as a consultative and participative process*. This is consistent with Dent and Goldberg's affirming the titles of Beer et al.'s (1990) and Kotter's (1995) articles which, in their view, point to poor (non-participative) management or to managerial mistakes rather than to employees' assumed inevitable resistance.

I therefore agree with the gist of Dent and Goldberg's argument (1999) that the phrase 'theory of resistance to change' is misleading and I think that it is repellent to knowledge seekers about change management. The practical example is that, while looking for theories related to change management, I was hence reluctant to read about 'theory of resistance to change' because I knew that my research field did not comprise people who simply resist change.

Almost all the more recent scholars whom I have consulted in this literature review, such as Becker et al. (2004), Frahm and Brown (2005; 2007), Patterson (2014), and Roth and DiBella (2015) implicitly refer to the findings and recommendations of Coch

and French, Zander and Lawrence, Drees and Flower as the basic principles of change management. That is why I introduced my discussion by saying that my research was guided by the contents of the theory of resistance to change and how potential resistance might be addressed. However, my approach was also guided by my attempt to reconsider the term 'resistance' which goes hand in hand with what Dent and Goldberg call a 'received truth' about natural and inevitable resistance. As I have shown in this Section (2.4.1) although many authors have queried this 'received truth', other authors whom I located, such as Schuler (2003: 1) who states that he practices as an expert in organisational change; Pardo del Val, and Martinez Fuentes (2003: 3), and Lushchak and Bessalyuk (2013: 149) do not query this assumption. This is why it is important to further research that the issue is connected with responses to change. With this background in mind, I now proceed to indicate why I have chosen to focus more on the management of change than on ways of overcoming supposed 'resistance.' I do this by considering literature on how change might become accomplished.

2.4.2. CHANGE MUST BE THOROUGHLY COMMUNICATED

Frahm and Brown (2007: 370) argue that people are likely to be receptive to change if this takes place in the context of organisational communication. They state that the success of any change effort depends on 'how effectively the strategy for and the substance of the change is communicated to those who are the targets of change' (Frahm and Brown, 2007:372) and Patterson (2014:4) similarly avers that managers or proponents of change must communicate the impending change to members of the organisation and/or employees, accurately portraying its feasibility, indicating possible obstacles with relevant mitigation strategies with an intention of mobilising for cooperation amongst team members. Crisp (2007:13) emphasises that proponents, implementers and beneficiaries or target groups of Function Shift must understand and be prepared to participate in managing a shift.

Steps to mobilise for cooperation, as explained by Patterson (2014:14) are:

- appraising members about the need to change by explaining the current situation's challenges and the need to address these challenges through change;

- building the desire for change by explaining the benefits of change;
- appraising members of how change is going to proceed and discussing with them their role in the change process and timing; and
- Assuring members that they will be part of the transformed era by building capacity that will enable them to carry out duties of the new environment.

I figuratively summarise Patterson's explication by saying that change proponents must inculcate a conviction that embracing change is like running away from the impending danger to safety.

Patterson's steps of mobilising members to commit to the change process are supported by Becker et al. (2004) and Piderit (2000) who say that change can be successfully managed to influence employee emotions, through creating enthusiasm for the proposed changes. Dovey, Strydom, Penderis and Kemp (2007:196) agree with Becker et al. and with Piderit by formulating proposed strategies of managing change, which entail: dissemination of information; involvement of stakeholders in planning; training of stakeholders and workers; and integration. Frahm and Brown (2007:382), in emphasising the importance of communication in change management, find that:

'There is a relationship between the change communication and the responses to the question about change receptivity. Those who were frustrated and contemptuous did not perceive that they had a 'voice' or enough information to help them make sense of the changes. Conversely, those who had strong relationships with middle managers who were very communicative, or who were geographically close to the senior management and had more access to reliable informal communication, were more accepting or positive about the changes'.

Their focus is on change receptivity as being a function of communicative processes that are set up. As will be seen in my following chapters, this theme recurs throughout my own study.

In view of what Patterson (2014:4), Becker et al. (2004), Piderit (2000), and Dovey et al. (2007:196) say, I recommend that before we implement change, we must conduct a comprehensive research, and translate the research report into a discussion/presentation document to be cascaded to all stakeholders. We must draw and carry out the management plan for: meetings/workshops, report back from the meetings/workshops, and then, the consolidation of inputs from the meetings/workshops to be embedded in the final working document. This document can then embrace the DHET's management plan, which would be a product of this consultation process. Participants will have been able to tell about the feasibility of the management plan and the obstacles that might have been experienced. In my study I explore the extent to which various participants felt that this process ensued and how they interpreted it.

2.4.3 CHANGE IS A NATURAL PHENOMENON WHICH IS INTEGRATED WITH CONTINUITY

The approach that I pursued in the study is in contrast to the traditional linear approach, which depends on the manager or set of managers to drive it. Graetz and Smith (2010:136) suggest that the traditional linear approach characterises organisational change as a controlled and orderly affair – a simple case of unfreezing, moving and refreezing. I concur with Graetz and Smith's criticism of the traditional linear approach when they say that organisations are not responsive as blocks of ice that are just unfreezed, moved and freezed. Human beings are not robots that can be switched on and off or that can be moved by a remote control. They argue that change is a continuous process. I suppose that Graetz and Smith (2010) integrate change and continuity from the developmental (growth) point of view. That is why they advocate a multi-philosophy approach, because continuity depends on change as much as change depends on continuity. They are both essential for organisational development (Graetz and Smith, 2010). Moreover, that, instead of restricting myself in one theory, I use concepts from some theories to developed a conceptual framework. Ngulube, Mathipa and Gumbo (2015:54) argue that the utilisation of aspects of more than one theory or perspective results in a richer conceptual framework. Lester (2005:460) clarifies that conceptual framework may be based on different theories and various aspects of practitioner knowledge,

depending on what the researcher can argue will be relevant and important to address about the research problem. Below, are some brief discussions of different philosophies of change to enhance a multi-perspectival approach.

2.4.3.1. The Traditional Change Agenda

In addition to the shortfalls of the traditional change agenda that I discussed above, this approach does not recognise inputs from workers or change beneficiaries. It is a prescriptive step-by-step process which must just be followed. The advantage of this approach is that it is a straightforward prescription to follow that can be achieved if people do not come across unforeseen impediments. The disadvantage is when they come across impediments it means the whole project collapses and has to start afresh. Roth and DiBella (2015: 9) observe that to cater for this disadvantage, new (non-traditional) styles of management have emerged where 'control' of change does not only vest in managers nor on an end goal to be achieved as if this can be directed, but attention is also paid to processes of change along the way. I have highlighted the traditional philosophy to expose what I consider to be its irrelevance to the understanding of the 21st century's change management.

2.4.3.2. The Biological Philosophy

This philosophy takes as its starting premise that human beings develop or change in response to or as an adaptation to the environment. Graetz and Smith (2010) cite Van de Ven and Poole (1995) and Kezar (2001) who consider life cycle theory to explain change in organisations. Van de Ven and Poole (1995: 521) explain how in life cycle theory the 'the real push to development comes from within the ... developing entity 'as it grows and develops in relation to the environment. They liken birth, growth, maturity, decline and death as natural package of an organisation's development, as in biological development. The biological philosophy implies that change is inevitable and is dynamic. Some circumstances are controllable while others are not. Kezar (2001) clarifies that in this approach organisations are seen as adapting primarily to environments for their survival, and pro-active activities to shape environments are not easily accounted for. Yet she (2001: 46-51) argues that some provision can be made for a pro-active orientation

within the evolutionary and life cycle models. I assume this philosophy emphasises the need for risk management in organisations. Function Shift represents the birth of new ideas while the old ones are aging and fading away.

2.4.3.3. The Rational/Strategic/Teleological Philosophy

This philosophy as explained by authors such as Huber and Glick (1993), and Johnson, Scholes and Whittington (2008) is that change can take place in a purposeful way in accordance with goals which are set. The idea here is that change is goal-directed towards fulfilling purposes (in relation to, and in dealing with an environment) and can be designed accordingly. Just like the traditional linear agenda, however, change in rational philosophy is considered as determined by the senior manager or appointed change agent. The advantage of the rational philosophy is that change can form part of the company's strategic goal as it is determined internally. The problem with rational philosophy is that it tends to focus on one-way instruction: workers' inputs are not considered. Likewise, Kezar (2001: 4) notes that key elements of this approach include a focus on strategy and restructuring on the part of *leaders* (as in the traditional change agenda I mentioned in 2.4.3.1). This theory implies that it was not wrong for DHET directorates to strategically plan the process of Function shift. Below (Sections 2.4.3.10 and 2.4.3.11) I therefore look at philosophies like systems thinking and postmodernism to offer an alternative understanding of the strategic theory as applied to Function Shift. But first I examine some other arguments.

2.4.3.4. The Institutional Philosophy

The institutional philosophy (cf. Mukherji and Mukherji, 1998) concentrates on change that is brought about by external pressure, for an example, legal restrictions, considerations of societal setting and community demands. Organisational change implies restructuring to fit this environment. I suggest that such change can be likened to adaptation. Successful organisations respond to the context within which they exist to elude foreign characterisation. However, the institutional philosophy does not dictate that organisations must lose their identity and focus in order to satisfy the external pressure. It shows how the external

pressures can moderately affect internal arrangement rather than determine them. Hence Kezar (2001) suggests that we can speak of *generative* processes of change, which are not just a reactive response to environmental pressures.

2.4.3.5. The Resource Dependency Philosophy

This philosophy (e.g., Cone, Krone, Phillips and Yacoub., 1993; Pfeffer and Salancik, 2003) supposes that organisations can change only when resources are available for change. This theory implies that organisations tend towards trying to reduce environmental interdependence and uncertainty. I can, however, expand this philosophy by pointing out that the company or organisation can change its operation in pursuit of the scarce resources that they might need to be more productive, in other words, creatively working towards generating resources. I follow this argument through in regard to funding options in Chapter 4, Section 4.2.2.1 (b) and 4.4.4.2(a), and Chapter 5)

2.4.3.6. The Contingency (Eventuality/Possibility) Perspective

Contingency perspective (coined by Donaldson, 1995, and explored further in Donaldson, 2006) is about the conformity and synergy between two variables to enhance performance. This perspective supposes that companies change in order to make two variables to be appropriate for each other. For example, the firm can pursue change of workforce in pursuit of people who can operate technological equipment. This implies that some adaptability is important for performance of the organisation (see Melan, 2002; Örtenblad, 2013), as also addressed in my study via the exploration of Function Shift as a way to enhance adult educational goals.

2.4.3.7. The Psychological Philosophy

This philosophy, as espoused by Weick (1979) and Maitlis and Christianson (2014), is based on the assumption that personal and individual experience is the source of change. Data about challenges that are collected elicit corrective measures; thus it is often advised that change takes place through action research approaches that elicit discussion around experiences (e.g., Heron, 2001; Marshall, Coleman, and Reason,

2011). Change management is, therefore, the process of collecting the right information about the impediments to change as perceived and experienced, and removing them by easing/appeasing organisational members' fears and uncertainties (Graetz and Smith, 2010). It means that personal experience stimulates emotions and change is undertaken to relieve the negative emotions. Therefore, change, according to psychological philosophy, is internal and it takes time. I explore these considerations in depth in my study by examining emotional effects on people affected by change. (See also my discussion in Section 2.5.1 below.)

2.4.3.8. Political Philosophy

Political philosophy considers that change is a result of clashing ideologies. It characterises conflict as an essential attribute of communication and as the driving force for change. Political parties coexist based on different ideological viewpoints which are sometimes termed as conflict of ideologies (e.g., Sidanius and Pratto, 1999; Sidanius et al., 2004; Pratto, Sidanius and Levin, 2006). The ruling party is always in conflict with the opposition who wants to change the ruling ideology. As people grow and develop, new ideas emerge which seek to outgrow the prevailing ones. It means that as we grow, conflict of ideas grows; therefore, conflict, and competition of ideas, will always be there. That is why change is not static. Political philosophy of change can however, also imply that people are led to a negotiation of their differences (as explained by Degenaar, 1997: 29, and Flanagan, 2008: 81); and it can imply a quest to seek a more just social order (Washick et al., 2015). What I take from this philosophy is that it is important that issues of power be not disregarded. This is a point made by 'critical theorists', for example, Collien (2017), Goldman (2016), Perriton (2014), and Flood and Romm (2018), who make a call for researchers and practitioners to give attention to power dynamics.

2.4.3.9. Cultural Philosophy

Graetz and Smith (2010:145) cite Morgan (1986) who avers that in the cultural philosophy, change is seen as a response to changes in the human environment, where people change their commonly held cultural (or meaning-making) symbols underlying their interactions. In other words, change implies changes in values;

beliefs and rituals in organisational life (see also Schein, 1985; 2010). Cultural philosophy attributes human identity and behavior to the identity and behavior of the people with whom he/she shares a particular element of community. Normally, in cultural philosophy it is considered that cultural symbols need to be shared for community cohesion – for example, Chatman and Eunyoung-Cha (2003) and Kerr and Slocum (2005). Cultural philosophy therefore understands change as a development towards creating acceptable identity or behavior of some community. However, some authors (e.g., Alvesson, 2002; Sun, 2008) suggest that cultural symbols can also be ambiguous; hence provision can be made for some ‘leeway’ in interpretations, rather than everyone agreeing with what is acceptable. What I consider important is that this philosophy shows that people need to reflect upon their roles in the community, in this case the community dealing with adult education in South Africa. In the case of my research I did not follow the premise of trying to locate a definite ‘identity’ of people as I engaged with them (e.g., during the interview process), but tried to encourage reflection.

2.4.3.10. Systems Philosophy

Systems philosophy professes the wholeness of an entity that comprises many collaborating units (parts). Graetz and Smith (2010:146) cite Laszlo (1975) who avows that systems are typically considered to be sets of objects or entities that interrelate with each other to form a whole. This implies that change must be done in all units of the entity so that they can continue to support one another in the new dispensation. However, Graetz and Smith (2010:146) note that this original formulation of a general systems theory, has been queried by other systems theorists, who question the systems philosophy insofar as it suggests that change should be implemented in linear method whereby the step-by-step instructions by senior management are implemented. Since this original formulation (sometimes called ‘hard’ systems thinking – cf. Flood and Jackson, 1991), alternative formulations of systems thinking have been developed. Flood and Jackson (1991: 2) suggest that systems thinking can refer to ‘a particular way of organising our thoughts about the world.’ This also places the emphasis on people’s *understandings of connections and interdependencies*, that is, on human involvement in defining systems. This is the view of authors who espouse a ‘soft’ systems thinking (cf. Ackoff and Pourdehnad, 2001; Costello et al., 2002; Checkland and

Poulter, 2006). These soft systems arguments have been further extended by other authors who propose not only that people who have first-hand experience should be considered in the process of directing systemic change, but who argue furthermore that ways of eliciting views in a climate of unconstrained communication (not unduly constrained by power plays) needs to be taken into account. These arguments are espoused by authors such as Córdoba and Midgley (2003), Flood (2010), Jackson (2003, 2010), McIntyre-Mills (2006, 2008, 2017), Midgley (2000), Midgley and Ochoa-Arias (2001), and Tlale and Romm (2017), who draw on 'critical theory' in the social sciences. Jackson (2010) explains the link between critical systemic thinking and critical theory in social theory more broadly. In Chapter 3, Sections 3.3.4 and 3.3.5.4, I refer again to critical theory in the social sciences.

2.4.3.11. Postmodern Philosophy

In this philosophy change is a function of socially constructed views of reality contributed by multiple players (Buchanan, 2003). Buchanan's assertion reinforces my conviction that inputs from workers, who have first-hand experience, should be considered. Furthermore, inputs from workers are best utilised when the change process is in progress. My conviction of implementing while planning was influenced by Dijksterhuis, Van den Bosch and Volberda (2003) who declare that strategising and organising are neither linear nor sequential activities, but are actually iterative and reciprocal in action.

Postmodern philosophy can be regarded as suitable for transitional processes whereby implementation is carried out while revisiting the original plan as guided by new findings. Alvesson and Karreman (2000), Alvesson and Willmott (2003) and Hardy, Palmer and Phillips (2000) see change as a product of 'discourse' within organisations and consider its application as the subject of significant debate and contention. Cooperrider and Whitney (2005) likewise concentrate on conversational processes by referring to ongoing collective 'appreciative inquiry.' Postmodern theory prefers collective planning and implementation in order to avoid abuse of power by the organisation's senior management. In short, like certain versions of systemic thinking, postmodern theory raises considerations about power dynamics in processes of change (Córdoba, 2006). In my study, I also take seriously such considerations (as can be seen in Chapters 4 and 5

from my way of engaging with participants and also my way of trying to mediate between different players through certain follow up interviews with various participants).

2.4.4. SYNERGY BETWEEN THE SHORT TERM AND LONG TERM GOAL

My inference that Function Shift is tantamount to change prompted me to discuss different theories which are related to change so that I can utilise them to critique the process and effects of Function Shift and to analyse participants' inputs. Holbeche (2006: 151) states that the art of successful change is to ensure that change is directed in the short term to support the ongoing longer term pursuit of sustainable objectives. I concur with Holbeche that the success of change is measured by the synergy between the long term and short term goals. The long term goal of Function Shift is to accelerate the NDP's development strategy as articulated by Nzimande (Government Gazette no.37928), that is: increased access and greater quantity; improved quality and relevance; diversification and integration; and, mobility and innovation. The national policy on CET Colleges (DHET: 2015) indicates that accessibility will be realised when each municipal district will be having its own college and CLCs at community levels.

The synergy between the long term and short term goals will be evidenced when the existing Colleges and CLCs are nurtured to train and upgrade the currently employed and attract highly qualified lecturers. Mass exodus of highly qualified lecturers and centre managers from CLCs may be an impediment on the recruitment of NQF level 4 and skills programs students; thus CET College may not materialise.

2.5. CHANGE TRIGGERS EMOTIONS

Frahm and Brown (2007:374) refer to various emotions linked to change receptivity – a measure of how receptive a person, group or organisation is to change. Accordingly, this embraces a number of responses such as: frustration, uncertainty, positiveness, passive acceptance, and change contempt, and can be conceptualised as multidimensional attitudes to change. Below is Frahm and Brown's tabular classification of change receptivity.

NEGATIVE	NEUTRAL	POSITIVE
Change contempt	Passive acceptance	Pro-innovative
Frustration	Change readiness	Change commitment
Change fatigue	Ambivalence	Excitement.
Fear		

TABLE 2.1: RANGE OF CHANGE RECEPTIVITY (Frahm and Brown 2007: 374)

While taking into consideration all the elements in Frahm and Brown's range of change receptivity, I detected mainly fear, ambivalence and excitement amongst my participants (as discussed in Chapters 4 and Chapter 5).

The government department, like any private company, is an institution that comprises people. I consider that dealing with people requires that, while focusing on their understanding, we must also take into account their emotions because people are both intellectual and emotional beings. Kavanagh, Mantzel, Van Niekerk, Wolvaart and Wright (2007:378) explain emotions as instinctive or intuitive feelings as distinguished from reasoning or knowledge. To me, instinctive, means that these feelings are often naturally stimulated by something unusual or frightening.

2.5.1 EMOTIONAL EFFECTS ON CHANGE SUBJECTS

Dasborough, Lamb and Suseno (2015:579-590) conducted research on: 'Understanding emotions in higher education change management' by interviewing participants who became aware of the imminent change. In presenting their research report, Dasborough et al. (2015:583-586) categorised their findings into three possible understandings of change as expressed by participants in their research (staff members of the Department of Health in an Australian university). Sandberg (2000:12) describes these perceptions as people's ways of experiencing or making sense of their world. I further explicate that the 'understandings' that are referred to by Dasborough et al. are clearly an individual's interpretation of the meaning of change. However, Dasborough et al.'s three categories of understanding seem to me to contain a schism that elicited my decision to conduct research. They are a). change is an opportunity to look forward to; b) change is a potential threat that needs

to be carefully managed; and c) change is inevitable. I discuss and engage with these categorisations in Sections 2.5.1.1, 2.5.1.2 and 2.5.1.3 below.

Dovey, Strydom, Penderis, and Kemp (2007:196) observe that when they introduced the policies aimed at the integration of psychiatric services into clinics in the South African health sector, some health workers were anxious about the problems that they were anticipating and others were excited due to the opportunities that may come up. This shows that different emotions may become associated with change.

2.5.1.1. Change is an Opportunity to Look Forward to

Participants who expressed excitement in Dasborough et al.'s (2015) research were positive about change. They had high hopes for a better future. Dasborough et al. (2015:583) say people who were positive towards change felt hopeful, enthusiastic and secure about the merger. They were not concerned much with the process leading to merger, but they anticipated great opportunities in the final product. When follow-up interviews were conducted, these participants were still happy about change.

In the case of my study, when Function Shift was announced, centre managers and lecturers' reactions echoed that change is an opportunity to look forward to. My follow-up interview sessions sought to establish if CETU is the resultant change that they anticipated or a disconfirmed expectation. Zeelenberg, van Dijk, Manstead and van der Pligt (2000:3) describe a disconfirmed expectation as a psychological term that refers to failed prophecy. Expectations are disconfirmed when what people anticipate to happen, fails to occur. Disconfirmed expectations cause disappointment. In instances where Centre managers and lecturers expressed their dissatisfaction over Function Shift, my approach was to request them to suggest their proposed remedial opinion.

2.5.1.2. Change is a Potential Threat that must be Carefully Managed

Some participants in Dasborough et al.'s (2015) research expressed their surprise and shock regarding the lack of consultation leading up to the merger. They were stressed and bitter. They said that the consultation process was not conducted in an

organised manner, with the process being dictated from one side of the parties. They suspected that the reason behind insufficient disclosure may be job losses and that elicited nervousness. Some indicated that they were even afraid to express their fear. Most participants within this understanding had already resigned when follow-up interview sessions were conducted due to resentment and anxiety.

I would suggest some curriculum implementers or regional officials in South Africa could perhaps be placed in this position. In one province, ten regional officials moved to other departments between the period of announcement and implementation of Function Shift. I needed to establish if fear of job insecurity was the only reason for the exodus of regional officials. My encounter with the participating regional officials was also aimed at establishing (and discussing with them) if their fear was legitimate.

2.5.1.3. Change is Inevitable

Some participants in Dasborough et al.'s (2015) findings were emotionally detached from the change process. They felt that change was unavoidable despite their feelings or inputs. They geared themselves up for any situation. They did not complain during the second interview session that Dasborough et al. conducted in their study. I think that it is possible that people detach themselves from situations that render them worthless – where their inputs are undervalued. My probing in my study was aimed at unearthing the versions and suggestions of people who are reluctant to express themselves.

2.6. CHANGE LEADRESHIP

Due to recognition of each and every person's expertise in his/her work Drucker (1999:22) said the duty of the manager is not to manage people but to lead people with an aim of making each individual's specific strengths and knowledge to be productive. He draws one of his assumptions about need for change from the institutional philosophy, which recognises that change in an institution is also influenced by external factors. He (1999:29) points out that the starting point for the success and need for change of an organisation should not be based on what the organisation wants but on what the customer wants. In this research, the customer of

the DHET is students, both NEETs and adults. The responsibility of the organisation's management is to enhance productivity, which is measured by the satisfaction of its customers, so is change.

Drucker (1999:74) says that a change leader must be innovative he says, to be a change leader requires the willingness and ability to change what is already being done just as much as to do new and different things. It requires policies to make the present create the future. I concur with Drucker. The needs and demands of 20th century's customers were gradually changing to a level of very big difference with that of the 21st century. It means that for the organisation or business to continue to survive from the previous centuries, it had to continuously change and will continue to change. The first thing to consider in change is to abandon policies and structures that impede productivity. Drucker uses a medical proverb to motivate abandonment, he says, 'There is nothing as difficult and as expensive, but also nothing as futile as to try to keep a corpse from stinking' (Drucker, 1999: 75).

He however cautions that the abandonment of the old policies and introduction of new policies should be tested by piloting the new policies because even new policies may experience unforeseen impediments. Piloting exposes challenges, which can be addressed at a low cost. I call it a 'trial and error' at a minimal cost.

Drucker (1999:84) as supported by Patterson, 2014 and Dasborough et al., 2015 highlights a very important character which I think should be a starting point of the changing process and be continuously instilled is 'systemic innovation'. He describes systemic innovation as a process of producing the mindset of the entire organisation to be a change leader. Every member of the organisation must see change as a need and as an opportunity for growth.

2.7. CHRONOLOGY OF FUNCTION SHIFT (CHANGE) IN THE DHET

2.7.1. MIGRATION FROM PROVINCIAL DBE TO DHET

The process of Function Shift started in 2009 when the Department of Education was demarcated into DHET and DBE, as captured in the Government gazette 32376

(South Africa, 2009). The minister of DHET appointed a Task Team for Community Education and Training Centres (TTCETC) to conduct research on the feasibility of transforming former AET centres into Community colleges. The transformation of AET (in PEDs) to CETCs (in the DHET) was not as smooth as when FET colleges were transformed to TVET colleges. The reason might be that FET colleges already had college councils, sound management and administration, physical and human resources, and own buildings when Function Shift commenced.

After the minister of DHET gazetted the CLCs as operational venues for CETC in each region, the erstwhile AET environment prevailed in the system for more than two academic years: The CLCs, as indicated by the Mahlobo (DHET Function Shift Circular No 4/2014) continued to be hosted by the PEDs' schools; Conditions of service for centre managers and lecturers continued to differ according to erstwhile provincial contracts; and district officials remained in provincial offices as per agreement between the minister of DHET and Members of Executive Councils (MECs) for PEDs (ref. Shift Circular No 1/2015). I discovered, during my informal discussions with centre managers and lecturers during the early parts of my study (2015), that, officials in some circuit offices were not willing to serve CETC lecturers anymore. These circuit officials' reason for a negative attitude towards CETC lecturers is that, they said, CETC's budget is in the DHET. I assumed the affected circuit officials were not aware of the memorandum of understanding (MOU) that the minister of DHET had with MECs of PEDs. I am of the opinion that Memoranda of Understanding (MoUs) of this magnitude should be effectively communicated to all employees of the DBE (especially of PEDs) and of DHET to enable continuity in terms of cooperation and sharing of facilities.

I observe that the proponents of Function Shift, especially on CETU and CETC, knew in advance that centralising functions of nine provinces would be an enormous process, but they had to start somewhere. The starting point was not to try to select CLCs and staff members that would be suitable for the aspired CETU and CETC; rather it was to take them all indiscriminately into one system while building new norms and standards. It was after the shifting of functions from PEDs to DHET that the gazetting of National Policy on Community Education and Training College, promulgation of nine CETCs, and the appointment of acting regional VCET and

CETU managers, acting principals and college councils was done (DHET, 2015). My encounter with the participants during my study sought to comprehend the efforts that the government and stakeholders put into sustaining lifelong learning. Our joint comprehension developed during the interviews is a product of our cooperative exploration of the stages that were employed during the investigation and implementation of Function Shift.

2.7.2. FUNCTION SHIFT AS A CONTINUOUS PROCESS OF TRANSFORMATION IN THE DHET ORGANISATIONAL STRUCTURE

White (2000:166) avows that an effective model for change should accommodate and encourage ongoing interaction, that is, it must be iterative and based on experimentation and learning, rather than being a static process. Schein (2010) also refers to processes of learning. I link this to Qonde's (2015:5) statement, which refers to CIs as CETC officials stationed in some PED's District Offices, and which states clearly that CIs are not college staff members, but are regional officials. This to me could imply a static view of their roles. My assumption, which I confirmed during my interviews, is that College principals do not have authority over the CIs. CIs (should) report directly to the Regional Manager of Continuing Education and Training Unit. It means that they are CETU officials, not CETC staff members.

One of the communiqués that went out as a circular from the Chief Financial Officer (CFO) of the DHET, Tredoux (2015:1) arranged the sequence of its recipients in accordance to the following protocol: from the DDG to head office VCET director; regional VCET directors; regional TVET and CET units' directors; and to the Principals and deputy principals of the TVET and CET colleges. Tredoux (2015:1) also identifies VCET branch as one of the five programs of DHET that are headed by their respective Deputy Directors General. Tredoux's portrayal is verified by the 2013/2015 strategic plan (DHET, 2013) which comprises the following five programs:

Programme One – Corporate services;

Programme Two – Human resources development, planning and monitoring coordination;

Programme Three – University education;

Programme Four – Vocational and Continuing Education; and Training; and
Programme Five – Skills development.

During the implementation of Function Shift the sector was undergoing structuring and restructuring. On 13 April 2016 a new programme was established (Memo 01, 2016) when TVET and CET units were separated. Continuing Education and Training Unit became a Community Education and Training branch or programme. It was entitled as Programme 6. The sector was then renamed CET⁶ sector, not CETU.

Geels and Schot (2010:24) refer to a transition that comes about through the interactions between processes at different levels as multi-level perspectives (MLP). They say that the MLP deviates from the life-cycle approach, which assumes that transition follows a simple S-curve with predictable phases. In the MLP stance that they advocate as an alternative to the S-curve approach, they emphasise that what is important is that one does not concentrate only on improving one side (level) and leave the other hanging/stagnant, but that one concentrates on whole systems improvement in a (flexible) process of restructuring. This is similar to the arguments presented by Reyment, Berends, Oudehand and Stultiëns (2016) who in turn cite the research of authors who refer to experimentation along the way (Andries et al., 2013), trial-and-error learning (Chesbrough, 2010; Sosna et al., 2010) and the need for flexibility (Bock et al., 2012). Function Shift is here not seen as a clearly defined event but rather as a *process*. In Chapters 4 and 5, I return to this argument, also with reference to the views of the participants in the study.

Hereunder I present diagrams that illustrate the chronology of continuous restructuring of the DHET line function before and after 13 April 2016, with specific attention to Community education and Training sector. This chronology shows that we had five programs before 13 April 2013. On the 13 April 2016, a new program was added.

⁶ From now onwards I will use the terms “CET sector” in place of “CETU”. The acronym, CET must always be qualified by either sector or College to be precise and avoid confusion. i.e., CET sector or CET College.

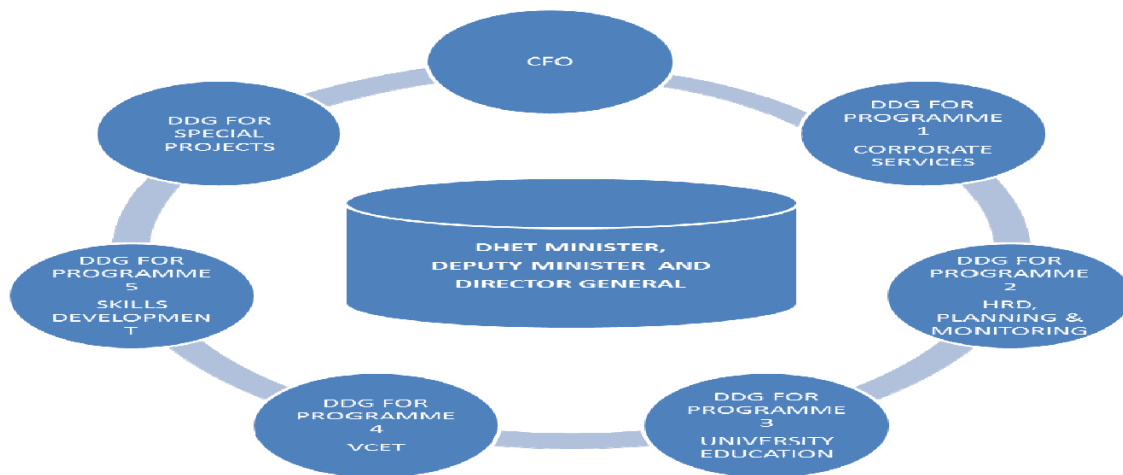


Diagram 2.1: PICTORIAL ILLUSTRATION OF DHET HIGH LEVEL OF ORGANISATIONAL STRUCTURE BEFORE 13 APRIL 2016

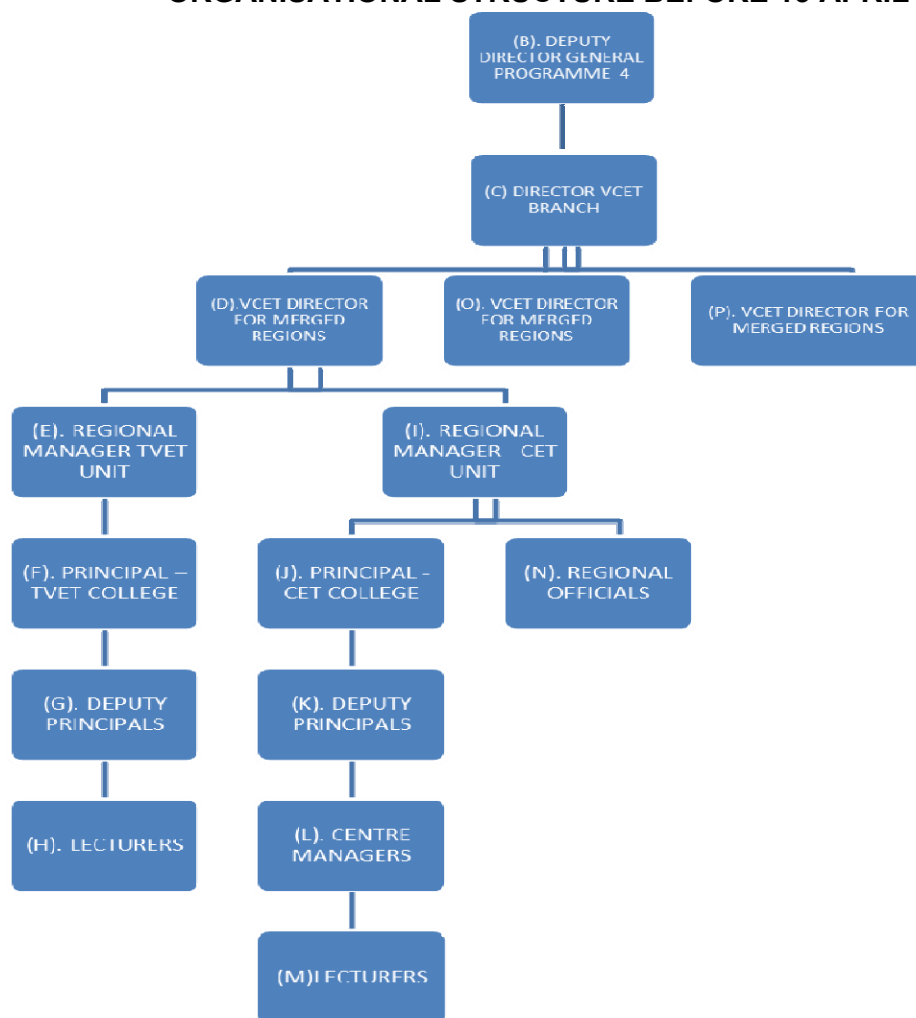


Diagram 2.2: PICTORIAL PRESENTATION OF VCET BRANCH (PROGRAMME 4) BEFORE 13 APRIL 2016

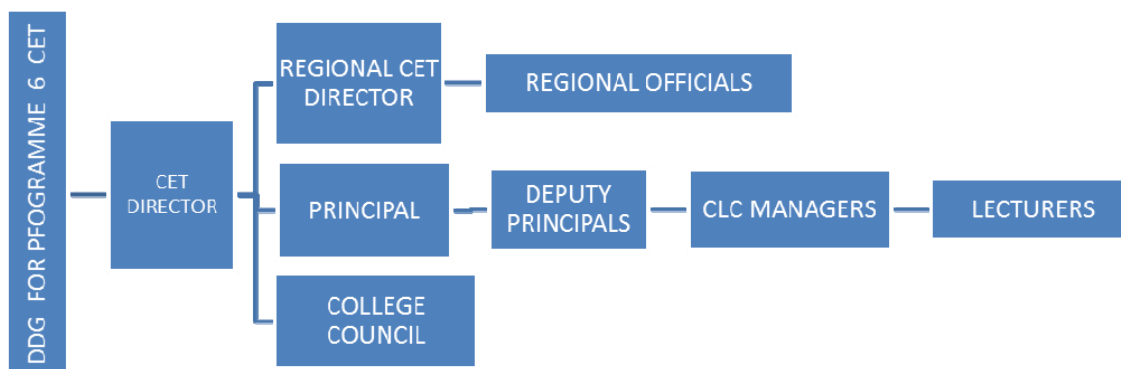


Diagram 2.3: PICTORIAL PRESENTATION OF CET SECTOR/BRANC (PROGAM 6) AFTER 13 APRIL 2016

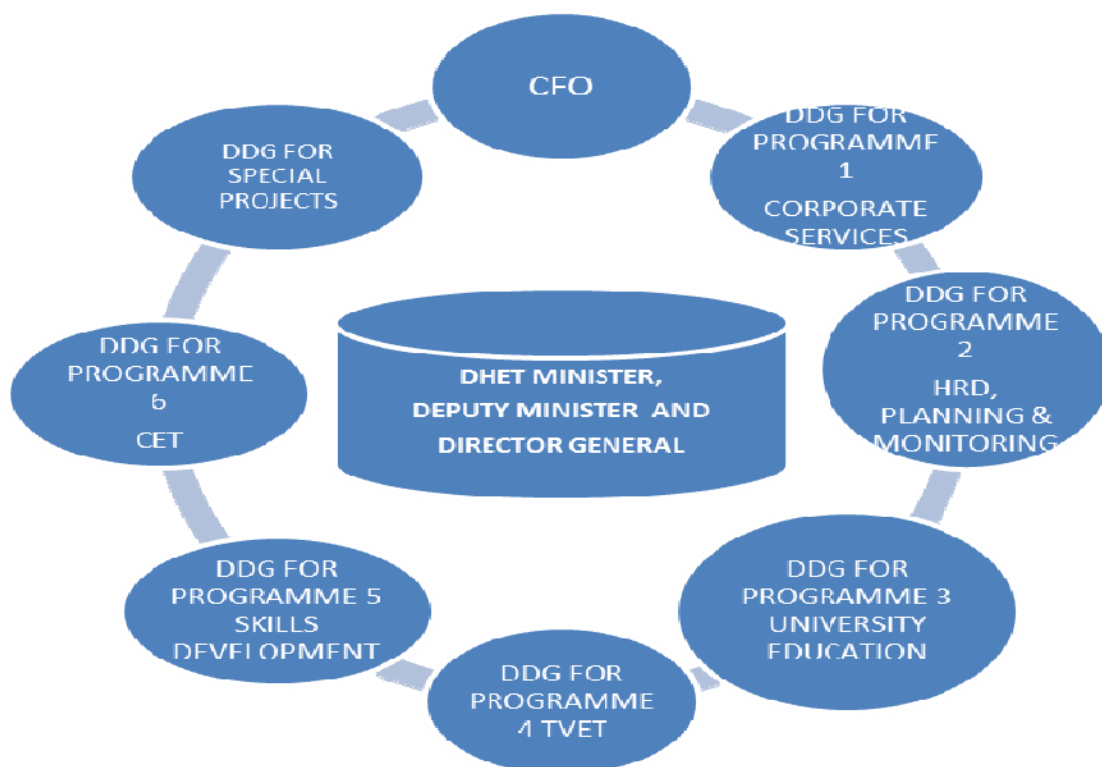


DIAGRAM 2.4 PICTORIAL ILLUSTRATION OF DHET HIGH LEVEL OF ORGANISATIONAL STRUCTURE AFTER 13 APRIL 2016

Another indication of continuous restructuring is that even after transference of all erstwhile AET centre managers and lecturers, on the 1 April 2015, the DHET continued to develop policies like CET Act 16 of 2006, National Policy on CETC, draft policy on staffing norms for CETCs and various directives.

2.8 THE APPREHENSION AND POSITIVE EXPECTATIONS OF FUNCTION SHIFT

2.8.1. JOB INSECURITY AND DISCONFIRMED EXPECTANCY

This research which I conducted was partly in response to my observation (during a 2013 meeting in which I was involved) of some CIs' anxiety regarding their job security, juxtaposed with some lecturers' and centre managers' excitement. Qonde's (DHET Function shift Circular No 1 /2015) statement may have unintentionally exacerbated the anxiety. He says that CETC officials, referring to CIs, who are stationed in some PED District Offices, are regarded as DHET regional officials because the DHET does not have District Offices in the system. I suppose that he was referring to the District offices as a level of operation in the DHET, not to the officials. This situation, of apprehension on the one side and positive expectation on the other side, shows that both CIs and lecturers did not know about Function Shift. This active research, which I undertook as an edifying and probing approach, was aimed at helping lecturers, centre managers and CIs to discover their level of knowledge about Function Shift, its potential accomplishments and challenges. I did this by asking participants questions that would (hopefully) ultimately let them relate the process of Function Shift from when DHET and DBE were demarcated up to the establishment of CET sector, and then identify positions and functions that may show that they need not be rendered redundant.

During the process of Function Shift, CET College lecturers and centre managers were transferred from PEDs to DHET system with the same conditions of employment from their respective former PEDs (Qonde, 2014). Perpetual informal enquiry about the change or standardisation of their conditions of employment (occurring during meetings between the Regional officials and CMs, meetings in which I was involved) shows that CMs and lecturers started to become impatient.

When Function Shift started, the challenge that I (Rivombo, 2014) highlight with regard to lecturers and centre managers who upgraded their qualifications and immigrated to the mainstream schools due to unfavorable conditions of service in AET was continuing. I have noted that CET Colleges continued to lose lecturers and centre managers who qualified to teach NQF levels 1 - 4 qualifications due to the

delay on the standardisation of their conditions of services, which started to cause anxiety.

The draft policy on staffing norms for CET Colleges (South Africa, 2016), which was released in the third year after Function Shift, reveals that the release of the draft policy on the third year was not a delay but part of the management plan of Function Shift. The draft policy on staffing norms (South Africa, 2016:7) indicates that standardisation and stabilisation of the subsystem, the development and sustainability of human resources within the subsystem to cope with a competitive post schooling sector, and the streamlining of the current available human resources to ensure teaching and learning continues were priorities to be reached within three years after Function Shift. Within three years it was promised to people that stabilisation would occur. My engagement with participants explores ways in which the management plan of the change process can be rolled out without causing apprehension and impatience to workers.

Saka (2003:488) cautions that people must recognise the inter-dependency of organisational systems. A change in one area has an impact on another area and further. Therefore, there is a need for a structured process whereby communication can take place timeously. I suppose that is why CMs and lecturers expected a speedy change in their conditions of employment, just like the way their functions were speedily shifted.

2.8.2. KNOWLEDGE MANAGEMENT OF FUNCTION SHIFT

I consider knowledge management as a vehicle that drives the attainment of the goal of Function Shift. For the purpose of this research I define knowledge management from the perspective of human involvement, not from Information Technology and Communication (ITC) gadgets. Bhatt (2001:68) views knowledge management as a process of knowledge creation, validation, presentation, distribution and application, Yahya and Keat-Goh (2002:458) similarly maintain that human beings are the main elements of knowledge creation.

I associate the assertions of Bhatt (2001) and Yayha and Keat-Goh (2002) with Patterson's (2014:14) steps to mobilise for cooperation from employees. Patterson (2014:14) says that in order to earn cooperation from change subjects:

We must apprise members about the need to change by explaining the current situation's challenges and the need to address these challenges through change; build the desire for change by explaining the benefits of change; apprise members of how change is going to proceed and about their role in the change process and timing; and assure members that they will be part of the transformed era by building capacity that will enable them to carry out duties of the new environment.

I use the circular process below to illustrate Patterson's, Bhatt's, and Yayha and Keat-Goh's approach to knowledge management.

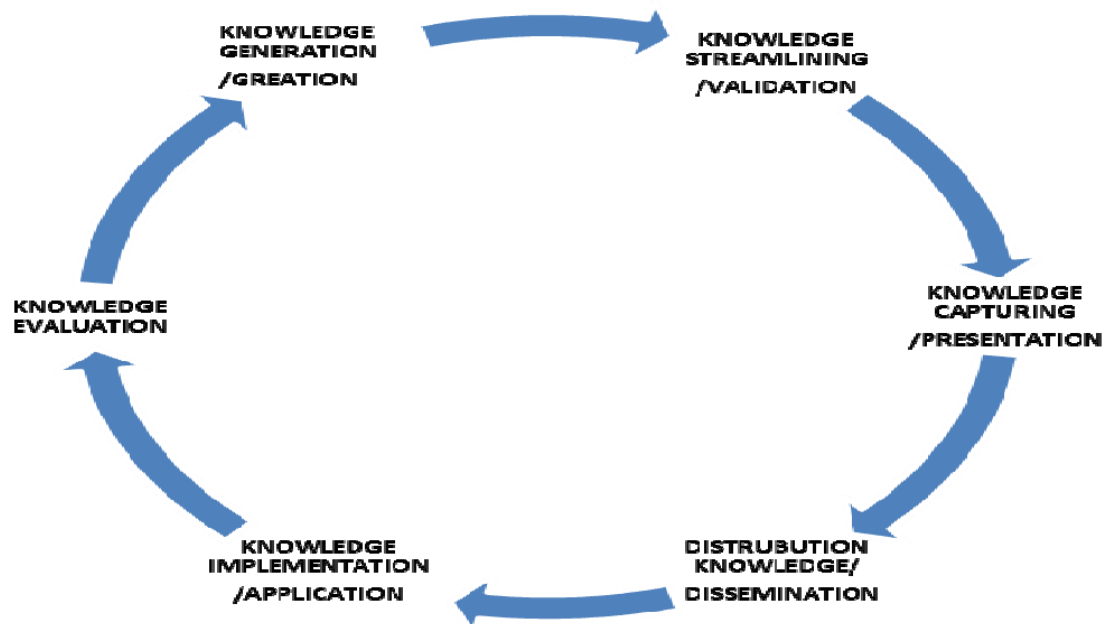


DIAGRAM 2.5: PICTORIAL ILLUSTRATION OF THE STAGES OF KNOWLEDGE MANAGEMENT.

I have observed that function Shift adopted the MLP approach. However, I think that elements of knowledge management should not be compromised.

2.8.3. CETC: THE INTENTION TO PRODUCE THE BEST FROM BOTH THE ADVANTAGED AND THE DISADVANTAGED

In South Africa, the intention behind the establishment of the CETC was to accelerate the NDP's development strategy as articulated by the former minister of DHET, Nzimande (Government Gazette no.37928), that is: increased access and greater quantity; improved quality and relevance; diversification and integration; and, mobility and innovation. However, Brint (2003:17), Razfar and Simon (2011:597) and Raby (2009:28-29), as authors who did not support the community college initiatives in the US say that community colleges are established for the poor (with poorer quality education); therefore, they heighten socioeconomic inequality. Raby (2009:28-29) also adds that socioeconomic inequality is worsened by inability of community college graduates to find employment. Brint, Razfar and Simon, and Raby's assertions have similar implications with some of the findings that are reflected in the National policy on Community Education and Training College (2015:17) as follows:

AET had insufficient focus on a quality of GETC qualification and on post NQF level 4 qualifications and programme offerings; and the FET college sector of AET had a poor 'second chance' track record of getting large numbers of youth through the Grade 11 and 12 syllabi; AET also had a poor track record of working with young people who have poor schooling profile and whose greatest priority is to find employment.

The above mentioned situation implies that by merely introducing community colleges as argued by Brint (2003), Razfar and Simon (2011), and Raby (2009) may not be a solution to Adult Education, youth development and lifelong learning.

In consideration of the rationale behind Function Shift, which resulted in CET Colleges in South Africa, I think CET Colleges should not be perceived by the society as a school for the poor and the backward only, as it was mistakenly the case with AET. It should attract both rich and poor adults and youth, based on its programs, performance and the citizenry it builds. It is my conviction that relevant curriculum development and support is one of the main pillars that can come out with empowered, competent and employable graduates. Moreover, I consider that curriculum content and programs must constantly be renewed, to be current and market related so that enrolment can be sustained. Such qualities prescribe the level

of qualifications for CET College lecturers and the need for a team of learning area specialists or subject advisors. I attribute the success of Canadian Nunavut Arctic College to the college's research institute which is mandated to continually identify community needs (Gaviria, 2012:115).

Perhaps the CIs, as it was their core function, could be utilised in the in-service training of CET College lecturers and to serve as the college's research institute like that of the Canadian Nunavut Arctic College.

2.9. THE SOUTH AFRICAN NATIONAL POLICY ON CETC VERSUS THE WORLDWIDE MODEL OF THE COMMUNITY COLLEGE

2.9.1. THE ORIGIN OF COMMUNITY COLLEGE MODEL

The National Policy on Community Education and Training College is the expatiation of CETA 16/2006. This model of community college is shared by most countries. Some of the many countries that share this model are Canada (Gyfer, 1991:36), France and Germany (Wolhuter: 2011b, 1218), Ireland (Dobell and Igle, 2009:484), Israel (Davidovitch and Iram, 2009:375), India (Alphonse and Valeau, 2009), Uganda (Jacob, Nosebag and Mugimu, 2009: 338-341), and Zimbabwe (Mpodi, 2009). Strydom, Bitzer and Lategan (1995:6) suggest that these countries share this Community College model because they all adopted it from the US. Raby (2009) reports that, 'by 2010 there were 1 800 community colleges in the USA with six million students.' That is why I say that community college model is a popular worldwide model.

2.9.2. ADAPTATION VERSUS ADOPTION OF FOREIGN POLICIES

The fast growing pace of international socio-economic, communication and technological sphere heightens the fact that one country cannot exist in isolation from others. That is what Gibson (2014:1) means when he describes 'globalisation.' He defines globalisation as the process of changing to an integrated world from an isolated one, towards greater international cooperation in economics, politics, ideas, cultural values and exchange of knowledge. My understanding of Gibson's description, which I concur with, is that globalisation entails the integration of

worldwide financial, trade and communications. To me 'integration' implies interconnectedness and interdependence, mutual cross transfer of capital, goods and services. This perspective expresses characteristics of 'Adaptation' as against 'Adoption.'

I interpret the word 'adoption' in the context of persons who assume the parenting of a child who is not biologically theirs. The only thing that adopting parents can change when they adopt a child is the name, surname and later his/her lifestyle, but they cannot change the child's hereditary characteristics (Bateson and Mendel, 2013). I think that an advantage of a country adapting (rather than adopting) a world popular model is that, that country will have many sources of references which, when regulated to the local and national context, can come up with a unique model for the country. I equate adoption to a process of just affixing a foreign model on the country's situation before customising it. I postulate that adoption leads to a struggle to change people to satisfy that foreign model, instead of *moulding the model towards developing the community and addressing their needs*.

I have noted the countries that the TTCETC (Baatjes and Chaka, 2012) have examined, that is, US, the Scandinavian countries and South Korea (among the highly developed countries), Brazil, Russia, India, and China (the so-called BRIC countries), Botswana as a developing country, Cuba, Venezuela, and the United Kingdom. To expand, support or reconcile the TTCETC's findings I studied Mexico, Canada, Israel and Ethiopia. In the next five sub-headings I briefly examine how these countries employed a Community College model and the extent to which they influenced the South African CET College.

2.9.2.1. Two Year Degree Model in Mexico

Gregorutti (2012:52) say that the Community College in Mexico launched a two years' degree in 1991 and named it a University-trained Higher Technician. Lay-a (Gregorutti, 2012) says that this model attracted great enrolment. Lever and Crespo (Gregorutti, 2012) highlights three reasons for the creation of a two year degree: many people will be well trained, developed and employable; it responds to the need for introducing an alternative yet qualitative education system that would cater for

poor and/or disadvantaged students who could not access the traditional four years' degree; and these short degrees will enable many young people, especially the poor and/or the disadvantaged to actively participate in the growth of the economy.

2.9.2.2. Nunavut Arctic College in Canada

Gaviria (2012:117) says that Nunavut Arctic College is a big college that serves 25 communities; it has three full-time campuses in bigger communities and 22 Community Learning Centres in smaller and rural communities. With respect to curriculum, she says that the curriculum content is determined by the needs, especially employment generating skills. I assume that that is the reason they have a research institution, which I think is also necessary for CET Colleges in South Africa. Gaviria (2012:117) outlines that CLCs serve as centres for adult education, foundation education and initial training at community level. Gaviria (2012:115) firstly points out that the ultimate goal of Canadian government is to concentrate on post-secondary certificates, diplomas and degrees, but before they reach that stage, they must first deal with the elimination of illiteracy and innumeracy alleviation of unemployment through vocational training and the elimination of children's attrition from schools. Nunavut Arctic College offers a wide range of programs, from adult learning programs and vocational certificates and diplomas to undergraduate degrees in cooperation with universities.

2.9.2.3. The Emergence and Development of Two Year Technological Colleges in Israel

Regional Colleges are erstwhile Adult Learning Centres in Israel that emerged as one of the five types of private and public colleges. These colleges are expansions of universities' accreditations. Pizmoy-levy, Livneh, arviv-Elshiv and Yogev (2012:185) liken the two-year technological colleges in Israel with community colleges like in US because they both emphasise a more practical than theoretical orientation and provide students with labor-market relevant qualification, their duration is shorter than that of universities and they both aim at contributing to the local community system. In the US, the community colleges form part of the higher education system whereas in Israel the technological colleges are not considered as part of the higher education system.

2.9.2.4. Community College in Ethiopia

Yonemura (2012:214) states that Ethiopia demonstrates the growing need of postsecondary education and training in Africa that can address the high population of unskilled youth, rapid urbanisation, unpreparedness of universities and colleges to simultaneously cater for the advantaged and disadvantaged students. Her objective in conducting her research was: (a) to determine the kind of community college model that is suitable for Ethiopia; (b) to find out about the relevant teacher education programme(s) for Ethiopian Community College lecturers and (c) to understand the kind of community college model that is expected by learners and that which will be supported by the employees.

My observation of Yonemura's case study is that she is studying how this worldwide popular model of community college can be employed in Ethiopia. I concur with Yonemura that the community college model should be appropriate to all countries according to individual country's uniqueness. Community college model should not be imposed. She demonstrates how the Ethiopian Government treats Community college independently from TVET colleges and universities. She describes the Ethiopian Higher education system as three-tier with universities at higher level, followed by TVET colleges then community colleges, just like South African DHET. The CLCs' model of serving as operational sites of CETCACs addresses the challenge of distance between the student and the college.

2.9.2.5. The Model of South African CET College

- a. The South African CET College Model Emphasises the Importance of Community Involvement

The South African CETC emulates the structure of Canadian Nunavut Arctic College and Ethiopian Community College. It emphasises the importance of community involvement (Baatjes and Chaka, 2012). Baatjes and Chaka (2012:4) give the multifaceted description of community. They suggest that people can be referred to as community on the basis of locality or interest (for example, religion, sexuality) or function (for example, profession, and role). I (Rivombo, 2014) refer to these different

features of describing a community as elements of diversity. Therefore, one community can have more than one characteristic, thus a diverse community. However, the only elements of diversity emphasised in South African CET Colleges are age, geographical settings and class. The potential clientele of CETC are senior adults and youth who are referred to as NEETs (not in employment or in education and training).

b. The South African CETC Model Gives NEETs a Second Chance to Re-join Higher Education

Brint and Karabel's (1989) are of the view that youth should not be targeted by Community Colleges. They say that community colleges divert the aspirations of students from professional and managerial upper class positions to lower graded vocational work which have no hope for going to universities. While taking into consideration Brint and Karabel's (1989) assertion that there may be potential university qualifying youth who waste their opportunity by opting for an easy route in Community Colleges, I support Baatjes and Chaka's (2012) assertion that Community Colleges encourage the previously and currently disadvantaged, demotivated and the withdrawn youth and give them a second chance to come and rejoin the Higher Education. Baatjes and Chaka confirm Michael, Hamilton and Dorsey's (1995:4) observation that youth who attend adult education centres are those who need second chance. Aitchison and Alidou (2009:8) pronounce that illiteracy rate (i.e., the number of illiterates), keeps on increasing due to high dropout rate at school level.

The above assertion of Brint and Karabel, the argument of Baatjes and Chaka, and the pronouncement of Aitchison and Alidou reflect some of the advantages and disadvantages of Function Shift. The consequences of Function Shift in respect of diverse clientele and programme is an area that I investigated.

c. The South African CET College Model Does Not Offer University Degrees

Wolhuter (2012:247-248) describe Community Colleges as institutions that are strongly linked to their communities, characterised by diversity in terms of their

clientele and curricula and offer education at the postsecondary level which is a stepping-stone towards higher level of tertiary education. Unlike Canada, South African CET College does not offer university degrees. While the National Policy on Community Education and Training Colleges (DHET, 2015) describes the CET College as a third tier institutional type along TVET colleges and universities, it does provide for its growth towards the international model that will offer TVET and university degrees.

Aitchison (2012:14) indicates that the vision of adult education over the next two decades is to eliminate adult illiteracy, provide second-chance opportunities to young people and adults who did not complete secondary school, and to provide flexible, lifelong and continuing education and training opportunities to adults and young people (as also cited in the Government Gazette number 36344, 2013: 6). Gaviria (2012:117) adds in the context of Canada that the long-term solution of Nunavut Arctic College is to eliminate children's attrition from schools so that the college will concentrate on post-secondary certificates, diplomas and degrees. In other words, after eliminating illiteracy at adult level, the concentration would be on further lifelong learning. My concurrence with Aitchison and Gaviria is from the perspective that the global socioeconomic developmental program aims at creating an opportunity for all people, especially children, to get basic education and training. Should that aim materialise, there will not be a need for special illiterate campaigns for adults and youth anymore. Adult and community education would be concentrating on job opportunity-creating qualifications and skills programs.

Programs that are anticipated to be offered by CETC, according the National policy on CETC (DHET, 2015) are GETC programs, vocationally oriented skills and knowledge programs leading to sustainable livelihoods outside of the formal sector and programs that are appropriate to their particular communities. They are registered on Levels 1 to 4 of the National Qualifications Framework (NQF), quality assured by Umalusi and Quality Council for Trades and Occupations (QCTO). Non-formal programs that do not lead to qualifications are quality assured internally at the college.

Clause 15.2 of the National policy (DHET, 2016) says:

Accordingly, a Community Education and Training College shall offer programs that are driven and funded by the State, as well as programs that respond to the immediate needs of the community and funded from other funding sources as identified in section 24 of the Act.

This clause was selectively analysed which led to a general conclusion that all programs would be driven and funded by the State – hence the excitement and high expectation of booming enrolment.

d. The South African CETC Model Seeks to Develop and Sustain Human Resources

The draft policy on staffing norms for CETCs (South Africa, 2016) demonstrates how CETC model seeks to address the problem of exodus of sufficiently qualified lecturers. This policy deals with the staffing norm and remuneration of CLC centre managers and lecturers. The starting point for the standardisation of centre managers' and lecturers' employment status across all regions is their appointment under the Public Service Act (PSA), with Occupational Special Dispensation (OSD) applicable to professional staff with approved and relevant professional qualifications.

Clause 6(h) in the draft policy on staffing norms for CETCs (2016:7) pronounces that lecturers and centre managers who were in the system when Function Shift commenced should be given first preference. I think that this clause may allay the uneasiness of centre managers and lecturers regarding their job insecurity. Clause 8.1.5.b of draft National policy for monitoring and evaluation for Community Education and Training Colleges (2016:15) suggests that the under or unqualified lecturers will be upgraded through Continuing Professional Development (CPD) programme, funded by Skills levy. This is one of the positive significances of Function Shift that I discussed with the participants. Patterson (2014:14) alludes to such an approach when he says that we can positively mobilise workers to accept

change by assuring that they are included in the new environment through upgrading or redirecting their qualifications.

- i. Statistical requirements and conditions for existence as CET College, CLC and Satellite

According to the draft document on staffing norms (2016:7), CETCs are graded according to size which is measured by enrolment. The CETC with 2501 full time equivalents (FTEs)⁷ and above is categorised as a large college. The CETC that enrolls between 2 500 and 1 501 FTEs falls within the category of medium sized colleges and the one that enrolls between 1500 and 700 is categorised as a small college. I observed that numbers lower than the minimum of small CETC connotes a CLC. CLCs that enroll between 699 and 551 FTEs are categorised as large CLCs, medium sized CLC enrolls between 550 and 351 and the small ones enroll between 350 and 201 FTEs. Enrolment below 200 degrades the CLC to a satellite. Satellite must enroll between 199 and 75. There is no provision for small and medium satellites. I condense the illustration in the table below:

	SMALL		MEDIUM		LARGE	
	Min	Max	Min	Max	Min	Max
CETC	700	1500	1501	2500	2501	And above
CLC	200	350	351	550	551	699
SATELLITE					75	199

Table 2.2: TABULAR ILLUSTRATION OF CETC, CLC AND SATELLITE'S ENROLMENT REQUIREMENTS

My analysis of the above tabular illustration is that the promulgation of erstwhile AET centres as CLCs was just a transitional activity. The quarterly statistical data of erstwhile AET centres (quarterly report) portrays that some former AET centres do not have a minimum of 200 students; it means that not all erstwhile AET centres may

⁷ Full time equivalent is a total number of students counted in terms of the number of learning areas or subjects that sum up full qualifications. If a Senior Certificate qualification requires five subjects a student who registers all five subject is counted as one. If one student register three and the other two, the two students are counted as one. It means that you may have 3 persons but 2 FTEs

be automatically translated into CLCs. Some do not even qualify to be satellites because they have less than 75 students. My encounter with participating principals, centre managers and lecturers discussed how erstwhile AET centres would be restructured into CLCs and satellites and pointed to the possibility that satellites could consist of more than one venue of operation to satisfy 75 enrolments.

ii. Class size norms and its implications

The draft policy on staffing norms for CETCs (South Africa, 2016) proposes that twenty students in ABET level one, just like in levels two and three, warrant one lecturer. That is, 20:1. For National Qualification Framework (NQF) level one, one lecturer is required by 25 students. 15 students of skills programme require one lecturer. The class size of National Senior Certificate for Adults (NASCA) must comprise 30 students to qualify for one lecturer. The table below illustrates the required size of the CLC in relation to the number of potential lecturers.

TOTAL		LEVEL 1		LEVEL 2		LEVEL 3		LEVEL 4		SKILLS		NASCA	
Size	lecturers	Size	Lectures	Size	lectures	Size	lectures	Size	Lectures	Size	Lectures	Size	Lectures
130	5	20	1	20	1	20	1	25	1	15	1	30	1
260	10	40	2	40	2	40	2	50	2	30	2	60	2

TABLE 2.3: REQUIRED SIZE OF CLC IN RELATION TO THE NUMBER OF LECTURERS

2.10. SUMMARY

In this chapter I started by analysing the process of Function Shift. I came to a recognition that Function Shift is tantamount to change. I therefore reviewed literature on theories that are related to change, and that outline different characteristics and processes of acceptable and unacceptable change. I decided to use the contents of theory of resistance to change as my guiding principles and evaluation tool of my research. In my examining 'resistance to change' theory, I indicated why it is important to reconsider the meaning of the phrase by rather focusing on specific contextual features of the change process and interpretations of participants in relation to this process, including their participation and input in it. My engagement with the literature on 'change' facilitated an exploration into change

management skills that can manage anxiety and disconfirmed expectation. I, together with my participants in this study, intended to unearth negative consequences of Function Shift and corresponding mitigation strategies. Likewise, I wanted to recognise and enhance positive consequences of Function Shift.

Words like 'unearth, uncover and concealed' are used for things that are not apparent. As reflected in my discussion of methodology in Chapters 3 and 4, I used an active research approach that encouraged participants to think deeper and discover new interpretations that they might not have had before my encounter with them. Some may discover that the anxiety that they had was unfounded, others may discover that there are more challenges than the positive expectations that they cherished. This approach gels well with my paradigmatic framework, which, though comprising different theoretical viewpoints, is interpretative, orientated, as explicated in Chapters 3 and 4.

I pointed out that the implementation of Function Shift in this context did not follow the traditional linear process but followed a continuous restructuring approach. This unfamiliar continuous restructuring approach of CET sector may have caused some doubts to employees with regard to the direction of Function Shift and about their future; hence there was anxiety and excitement at the same time.

I explored the outlines of a Community College model as contextualised in various countries to compare them with the South African initiative and to investigate how it can address the problem of low enrolment, high learner attrition rate and low pass rate. My approach, which as indicated in following chapters included policy document review, active research interviews (including follow up-interviews) and a focus group session, was aimed at considering (in engagement also with participants) why the college model failed in some countries and succeeded in others, thereby navigating the appropriate one for the South African CETC.

While Chapters 3, 4 and 5 deal with the process of research. Chapter 3 concentrates on elucidating the basic principles, theories, method, approach and design. Chapters 4 and 5 continue chapter 3's explanation by showing and drawing out the practical demonstrations and meaning.

CHAPTER 3: RESEARCH DESIGN AND METHODS

3.1. INTRODUCTION

The purpose of this research is to investigate in depth the experienced positive and negative consequences of Function Shift with an intention of exploring problematic features and challenges of community education and possibilities for addressing them. This intention kept me focused on identifying relevant information, such as, the meaning and the implications of Function Shift as perceived by various participants; Function Shift as change; reaction towards change; the role of beneficiaries of Function Shift during planning and implementation phases; and challenges and highlights of Function Shift. This intention guided the development of findings during the course of the research. Another fact that kept me focused, especially when I formulated interviewing questions and aspects to observe, was my willingness to conduct a research on this topic. That is, I wished to explore the differing responses to the announcement of Function Shift, with people claiming that they were not consulted. I formulated more than one question and different scenarios with the intention of discussing these reactions and claims for non-consultation and prematureness of the implementation of Function Shift. That is why my categories have some intersections and thin line of differentiation.

In this chapter, I engage with paradigmatic considerations in the research literature to explicate the rationale behind the choice of my research method, data collection strategies, processes and analysis. I justify why I use in-depth interviews and a focus-group interview in this research project, but used in a way that allows the research to become active in the sense of enabling participants and stakeholders to further reflect upon the phenomena being explored. While I used interpretative theory as my predominant philosophical guideline, I discuss different paradigmatic positions that have been located in the methodological literature and show how this study drew on some elements of each, that is, elements of: positivist/postpositivist; interpretivist; and critical theoretical paradigms. As in Chapter 2, I have drawn on the writings of certain authors regarded as seminal, while also referring to, and engaging with, others.

I elucidate my sampling procedures, data collection procedures, and analysis and interpretation methods. I also explain aspects that render my research valid, credible and in compliance with research ethics. Finally, I present a detailed explanation on the analytic process of coding, categorisation and thematisation and how this analytic process elicits the attainment of my objectives.

3.2. RATIONALE FOR EMPIRICAL RESEARCH

The simultaneous expression of excitement, apprehension and mixed feelings by potential beneficiaries of Function Shift elicited my quest for reasons behind these different reactions towards or against Function Shift. (See Chapter 2, Section 2.5.1.) I opted for fieldwork to see and hear personally if the anxiety was not necessary or if the excitement was just an unconfirmed expectation.

I reviewed the literature pertaining to the TTCETC report (Baatjes and Chaka, 2012), manual for evaluation of function shifts (Crisp, 2007), South African Government gazettes, DHET circulars on Function Shift, articles and chapters on community education model and change management. The TTCETC report, manual for evaluation of function shifts, South African Government gazettes and DHET circulars on Function Shift talk about what the South African government was doing or aimed to do. My engagement with the literature on change management led me to consider the positive and negative effects of change and on how we can minimise negativity.

Knowledge that I gained from articles and chapters on community education models, and about the origin and development of community education models in different countries gave me the broader picture of community education against which the South African CETC can be benchmarked. However, people's diverse reactions did not precisely resemble the expectations that are envisaged in the literature referred to above. I needed to understand, or *verstehen* (understand, in interpretive terms), the lived experiences of people (Crotty, 1998: 67; De Vos, Delport, Fouche and Strydom., 2011b: 8; Mathibela, 2017:20). People on the ground, especially those who were directly affected by this Function Shift, helped me to make inputs towards understanding change management in our institutions, especially when it comes to consultation process. My interaction with participants would also help to reduce the waste of resources in terms of money and time that is incurred when people litigate

against government decisions claiming that the consultation process was not sufficient or broad enough. While identifying areas of dissatisfaction, the interview technique that I used encouraged participants to come up with well-considered suggestions and ways forward (as outlined in Chapter 4, and also in Chapter 5, where I discuss various follow-up interviews).

3.3. RESEARCH PARADIGMS

I start the discussion by referring to both positivistic and post-positivistic research paradigms (Crotty, 1998: 19-29) in order to indicate how I related to these positions on the purpose of research. I start by discussing positivism because it is a traditional research paradigm (Crotty, 1998; Johnson, 2009; Govender, 2015) from and in relation to which many research theories developed (Lichtman, 2006).

3.3.1. POSITIVIST PARADIGM

Govender (2015: 37) says that positivism is a traditional research paradigm that considers the discovery of the objective reality is presumed to exist outside of knowers as the main purpose of research. In this paradigm the proper role of the researcher is to be neutral in his or her quest for knowledge. For positivists, knowledge about reality is measurable and quantifiable and they 'regard human behavior as passive, controlled and determined by external factors' (Thomas, 2010: 294). McGregor and Murnane (2010) express the requirement in positivism of isolating/distantiating researchers' subjective values from the research process so that this process can be objective (value free) to reduce biased interpretations of the results. This approach to the study of social reality in turn renders research participants as objects to be studied. A large part of the research process arguably then becomes far removed from the real world of lived experiences. Babbie (2011:35) reiterates Thomas's notion by tracing the roots of positivism to sociologist Comte, who saw human being in society as a phenomenon to be studied scientifically. My analogy of Babbie's, Thomas's, Govender's and McGregor and Murnane's assertions suggest that positivism does not recognise the diversity and independence of human beings, which elicit diverse reaction towards or against the same thing (Rivombo, 2014, 2016).

Romm (2001: 2) cites Delanty who describes positivism through the tenets of: scientism; phenomenism, empiricism, value freedom and instrumental knowledge. She says that the positivistic view of scientism is that natural science is the model for scientific research, including social sciences. Phenomenism, from the positivistic point of view, emphasises that scientific observation might be based, directed, and interpreted by a particular theory, but use of prior theory must not render our research prejudicial. Positivists' assertion of empiricism is that scientific reasoning must be rooted in empirical evidence that is collected through scientifically accepted experiments and statistical techniques, and must be judged by the veracity of the hypothesis as measured against the facts. In terms of the value-freedom tenet, positivists aver that the progress of science requires that scientific inquiries must not be tarnished by the values or beliefs of those involved in the inquiry process. Just like in the case of value freedom, the positivistic perspective of instrumental knowledge is that it should not be influenced by a particular political or religious ideology – in other words, it should not be submitted with an intention of promoting the interests of a specific/particular sector of the society. Instrumental knowledge refers to knowledge and propositions that are forwarded by scientists for practical purposes based on an informed understanding of realities that is, recommendations for practical action must derive from the evidence and must be evidence-based. Romm (2001:17) notes Delanty's summation that positivism involves a commitment to the pursuit of scientific truth, which is arrived at independent of ethical self-reflection or personal subjective elements.

3.3.2. POSTPOSITIVIST PARADIGM

Postpositivism is a modified objectivist perspective of positivism (Phillips, 1990, Phillips and Burbules, 2000). Fox (2008:662) states that postpositivism incorporates approaches to knowledge growth that might be rejected by positivism as unscientific. Fox's statement highlights the fact that postpositivism is not a theory but a paradigm that comprises different theories regarding the development of knowledge. I affirm my understanding of Fox's statement through the analysis of Voslo's (2014:301) integrated descriptions of Creswell (2007:19), Babbie (2010:33), Rubin and Babbie (2010:15) and Babbie (2011:32), which suggest that a paradigm

for research could include but also extend accepted theories of knowledge production, traditions, approaches, models, frame of reference, body of research and methodologies; and it could be seen as a model or framework for observation and understanding. Postpositivism is a paradigm that comprises theories of science that advocate the notion which says that complete objectivity is impossible to achieve. However, one must strive to get closer to the truth, as espoused, for instance, by Popper (1969, 1994).

3.3.2.1. Critical Rationalistic or Non-Foundationalist Theory

The description of critical rationalistic theory as advocated and named by Popper (1969) can be defined as an engagement with the tenets of scientism, phenomenism, empiricism, value-freedom, and instrumental knowledge that comes up with a combination of positivist and post-positivist paradigms. While critical rationalism agrees with the positivistic view of scientism (the similarity of natural and social sciences in the logic of scientific discovery), critical rationalistic theory asserts that participants' feelings and judgements can be considered too (Hunter and Brewer, 2015: 622). Critical rationalistic view of phenomenism is that, instead of striving for absolute knowledge, findings must be presented in a manner that allows further enquiry. With regard to empiricism, critical rationalistic theory of science agrees with the positivistic perspective that data should be empirically collected through observation. Critical rationalist theory posits pertinent *mutual criticism* by fellow researchers to ensure reasonable objectivity of the researcher, which is why it is called a critical rationalism (Hamersley and Gomm, 1997; Hunter and Brewer, 2015) This is in response to a positivistic foundationalist point of view which propagates the possibility of scientists' achieving objective (value free) findings by observing in a value-neutral fashion via measurement tools. The critical rationalistic suggestion as espoused by Popper (1994:100), is that scientists need to *strive for objectivity* by desisting from simply endorsing certain values or beliefs that they hold dear and they need to render their research *falsifiable* within the scientific community. However, I show that the commitment to refrain from endorsing one's own values can also be appreciated in another way, namely, by trying to mediate as a researcher in an active way between different values and reflect together with participants on their practical consequences in the social arena.

This is how I chose to approach my involvement with participants.

In relation to (and surpassing) the positivistic tenet of instrumental knowledge which suggests that scientists' proposed knowledge should not be aimed at promoting a particular sector of the society, critical rationalistic theorists suggest that one should not attempt to produce the whole scope of knowledge about the subject, but should admit some humility. I expanded upon this by involving participants in the project of 'finding out' about experiences and recommendations for action.

3.3.3. INTERPRETIVE THEORY OF KNOWLEDGE CREATION

Chowdhury (2014:433) describes interpretivism by citing Elster and Walsman who understand interpretivism as approaches that emphasise the meaningful nature of people's character and participation in both social and cultural life. In extension of Chowdhury's description, I submit that people's social and cultural life is embedded in their behavior and interaction with others and is espoused through their actions. Therefore, interpretivists look for meaning and motives behind people's actions (Chowdhury, 2014).

Vosloo (2014:308) cites Wisker and Blumberg who identified the three basic principles of interpretivism:

- Firstly, human beings who are subjects of research have consciousness, subjectively construct and give meaning to social world, and their knowledge of their social world, which exists only in relation to them, affects their behavior.
- Secondly, the researcher is part of what is observed, so 'observations' depend on researcher-participant interactions.
- Thirdly, research is driven by interests and is a product of what researchers, with participants, choose to explore.

These principles concur with Springer's (2010:403) portrayal of a phenomenological approach, where he says it is clearly focused on the subjective experience of the participant. The interpretive theory, which is phenomenological in nature, guides the researcher to seek an understanding of how human beings experience and interpret their world (Kaffie, 2011). Ngulube and Ngulube (2017: 9) state that phenomenology also includes a commitment to generating intersubjective interpretations. Interview

sessions that I conducted with my participants prompted them to narrate their experience of Function Shift and to express their interpretation, which elicited their feelings and behavior. It means that data that I assembled were subject to my participants' interpretation of the meanings of Function Shift. But I also engaged with the participants' responses (both during the interviews and during subsequent interpretation) and therefore the interpretation was intersubjective (as advised by authors such as Josselson, 2013; Ngulube, 2015; and Ngulube and Ngulube, 2017). The (inter)subjective state of interpretive paradigm implies that reality is socially constructed. Interpretive researchers do not find reality but *construct* it from or through the multiple realities of participants (Lichtman, 2006; Lincoln and Guba, 2013). Hence, constructivism is a term often used interchangeably with interpretivism (Govender: 2015). Romm (2001:65) renders interpretivism a discursively-oriented constructivist approach in order to draw out the intersubjective focus of constructivism. Livesey (2011b:4) explains interpretivism as a method that sees the social world as something that can only be produced and reproduced on a daily basis by people. Consequently, interpretive paradigm guided my research to motivate the beneficiaries of Function Shift to express their judgement about Function Shift, thereby constructing with me their reality about its significance. By this, I explored the complexity of their social phenomena with a view of gaining understanding – that is a phenomenological design (McMillan and Schumacher 2010). The (inter)subjective, constructive and phenomenological character of interpretivism produces and analyses experiences (as reflected upon also during interview encounters) and describes the meanings of the social world (Goldkhl: 2012).

3.3.4. CRITICAL THEORY AS A RESEARCH PARADIGM

The Frankfurt Institute for Social Research based the origin of critical theory on the slogan which says that “another world is possible” (Wellmer, 2014). Wellmer narrates that the founders and proponents of critical theory were pursuing change from the capitalist form of commodity production, characteristic of the current advanced forms of social organisation, which they saw as and comprising social contradictions in terms of the wealth of the individuals which is an ultimate obstacle

to progress of the masses. They wished to open a dialogue in society around such contradictions, with a view to social reconstruction.

Romm (2001) cites Habermas whose understanding of critical theory presumes that knowledge and truth should result from a discussion which is not measured through predetermined standards, but the standards to measure the discussion should evolve as the discussion proceeds. Critical theory promotes open discussion to strive towards a consensually-created truth. It is a type of social theory that is oriented towards critiquing and changing society as a whole – it aims to dig beneath the surface of social life and uncover the assumptions that keep us from a true (dialogically-generated) understanding of what is potentially possible in the social world (Ekong, 2014).

With respect to scientism, critical theory does not model itself on the natural sciences as it is a critical inquiry which is formed by the communicative infrastructure of everyday life (Gomez, 2017: 166). Critical theory rejects the positivistic view of phenomenism which structures its findings as law. Critical theorists want citizens in democratic societies to be fully involved in creating the phenomena that concern them. Empirical data is collected through critical *communicative reasoning*; it is a critical discussion. The discussion is subjected to participants and researchers' viewpoints in which, as McIntyre-Mills (2000: 27) suggests, both employ 'intellectual courage' as part of the discourse. Critical discourse does not strive to generate value-free accounts of social realities, but admits that concerns of researchers and research participants will infuse their discourses. Critical theory rejects the influence and restrictions of historical findings/knowledge in their critical discourse and strives to generate new understandings.

3.3.5. MY PARADIGMATIC FRAMEWORK TO LEND COHERENCE TO THE STUDY

Researchers make methodological choices based on their assumptions about reality and the nature of knowledge that are either implicitly present or explicitly acknowledged (Mertens, 2014). Elements of my framework – which I built up through my considering the significance of different paradigms for my study – served as

assessment criteria for the consistency, unity, rationality and lucidity of my research. An active research approach, which I utilised in this study, is characterised by the evolution of unplanned follow-up questions, data collection tools and additional participants (as also explored in Rivombo, 2014, 2016). There are other research components which developed during the research process, triggered by participants' responses; the need to gather more information was based on the initial encounter with participants and the referrals by participants, respectively. Ultimately, my research design developed as the research process progressed. For example, I had not planned to dwell much on funding of the sector and the staffing norm, but the continuing exodus of CMs and lecturers drew my attention to this as being a concern to explore further.

I now turn to summarising how I drew upon what I considered to be the significance of various paradigmatic positions for knowledge production as expressed in the methodological literature and how I related them to my study, thus managing (in my view) to develop a coherent framework which admitted various elements from different paradigms.

3.3.5.1. The Significance of Positivistic Paradigm

My questioning strategy that sought to find out about the relevance of data collected by the TTCETC has got a positivistic empiricist basis, which requires that scientific inquiries must be grounded in observations (including, for example, observations arising through the interview process). For example, participants were expected to point out areas that are being omitted by Function Shift.

3.3.5.2. The Appropriateness of Critical Rationalistic Theory of Science

The comparison of performance between students who had six hours' contact sessions with those who had two hours' contact sessions was supported by the scientism tenet of critical rationalistic theory which integrates statistics with the judgement of participants and researcher. I employed a critical rationalistic view of phenomenism to present my findings and proposals, in a manner that will allow *further enquiry*. The determination to strive for objectivity as demanded in the critical

rationalist theory of science posits that, while a researcher's subjective judgement is unavoidable; researchers must subject themselves to *pertinent mutual criticism* by fellow researchers to ensure reasonable objectivity. I subjected my findings to different levels of criticism, such as regional officials, DHET national officials, colleagues and formal conferences (all of whom I regarded as fellow researchers in the journey of exploration). The critical rationalistic tenet of instrumental knowledge suggests that in order to produce knowledge that is not aimed at promoting a particular sector; researchers must not try to cover the whole scope of studies/subject. I avoided manipulating the findings and concentrated on a portion of the field of study – the significance of Function Shift.

3.3.5.3. The Significance of Interpretive Theory of Knowledge-Construction

Interpretive theory guides the researcher to formulate and pose interview questions in a manner that encourages participants to analyse their environment and construct their understanding. Interpretive theory serves as a justification for the researcher with participants to interpret and construct the reality from the observations of verbal and non-verbal communications and meetings. The idea here is to employ a hermeneutic (interpretive) approach based on interpreting various participants' understandings (as constructed in interaction with me in this case as researcher) and to link the analysis of relevant literature with the field work's collected data. I show in following chapters how I tried to accomplish this.

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3.3.5.4. The Significance of Critical Theory

As a type of social theory that is oriented towards critiquing and changing society as a whole critical theory justifies interview discourse that gives participants opportunities to make inputs on the model of CETC. It relates well with active interview approach (Holstein and Gubrium, 1995; Rivombo, 2014; Kuntz, 2015) which promotes a conversational interview, whereby both the researcher and participant discover new knowledge. Critical theory is relevant in this research because 'Function Shift' that is explored is a change process is meant to be geared to participation.

This research explored the manner and the extent to which the implementation of CETA 16/ 2006 addressed challenges of low enrolment, high student attrition and high failure rate in adult education and youth development. I intended to use the findings that arose from thoughtful discussions with participants to come up with remedial suggestions. These remedial suggestions were aimed at contributing to the attainment of development strategies of the NDP.

My three areas of focus were: events leading to the drafting and promulgation of Continuing Education and Training Act (CETA) 16/2006; its implementation and the operation of CETC; and its impact. Active interviewing recognised the improvement achieved by or intended by Function Shift and revealed the omissions and suggested remedy on the current model of CETU and CETC.

3.3.5.5. The Chosen Paradigm for this Research

Active research approach promotes critical discourse between the researcher and participant, which is denounced by positivism. While employing interpretivist theory as my principal paradigm, I also used critical rationalistic and critical theory. Post positivism is a paradigm that comprises theories of science that advocate the notion which says that complete objectivity is impossible to achieve, like critical rationalist theory. Although the Critical rationalistic theory agrees with Positivist paradigm regarding scientific observation, it adds that human interpretation should be considered. It means that people are given some scope to agree or disagree with the meaning of the resultant statistics based on the circumstances and environment of that data collection and analysis. Interpretive theory recognises that human beings (both the researcher and participants) are subjects of research who have consciousness to subjectively construct meaning of the social world. Critical theory in turn promotes open discussion which is not limited by predetermined theories. The critical theory oriented interview can result in unprecedented observation and fruitful dialogue.

3.4. RESEARCH METHODOLOGY

A research design is applied so that suitable research methods are used to ensure the attainment of the goals and objectives of the research (Creswell, 2003; Punch, 2013; Vosloo, 2014) – it is a plan that guides the researcher towards achieving his/her research objectives. Thomas reminds us that ‘all research is based on some underlying philosophical assumption about what constitutes “valid” or worthy research and which research method(s) is/are appropriate for the development of knowledge in a given study’ (Thomas, 2010: 291). My research topic explored people’s reactions towards or against Function Shift and the rationale behind these diverse reactions. It demanded more than one type of data collection tool and analysis. I opted for a framework that could motivate my utilisation of different data collection tools and analysis – and my framework incorporated some elements of different paradigmatic positions as elucidated above.

3.5. QUALITATIVE RESEARCH APPROACH

The appropriate research approach whereby participants are encouraged to express their interpretation and viewpoints about their situation is the qualitative research approach. Onwuegbuzie and Leech (2007) say that qualitative researchers study the phenomena in their natural settings; then try to understand and interpret them. My interaction with my participants enabled them to express their fear or excitement based on their interpretation of what they saw or envisaged as Function Shift. This approach fits well with the description of Creswell (2003:14) that qualitative researchers deal with socially constructed realities and qualities that are complex and cannot be divided into discrete variables. Jennings (2001) says that the qualitative method gathers information as text-based units, which represent the social reality, context and attributes of the phenomenon under study. The method is considered by Jennings as being inductive in nature, in that codes, categories and themes are seen to arise/emerge from engaging with the data. However, Pope Van Royen, and Baker (2004: 55) note that when one examines the textual form of the data in order to generate analytic categories, the logical process can be both inductive (that is, based on coding, categorising and thematising the data) *and* deductive (that is, in relation to a ‘theoretical ... background.’ Clearly, as will be seen

in Chapter 4, my approach was not only inductive but my way of analysing was also related to my prior engagement with the (relevant) literature on management of change (as detailed in Chapter 2).

Polkinghorne (2005:138) views the primary purpose of qualitative research as that of describing and clarifying the knowledge that is constituted through everyday life experiences. This is exactly the purpose of my research. I motivated participants to describe and clarify their understanding of Function Shift based on their everyday interaction with this process of change. Moreover, as an active research approach, participants are prompted to review their interpretations based on possible alternative circumstances (Romm and Hsu, 2002; Mitropolitski; 2013; Rivombo, 2014), Springer (2010: 382) and McMillan and Schumacher (2006: 315) say that qualitative research is employed when the researcher wants to reconstruct the experience of the participant. I would add that the researcher wants to encourage reflection on experiences as part of this process. My intention in the study of letting participants describe, clarify and review their understanding of Function Shift was to come up with an inclusive CET that is considerate of the wide range of potential clientele.

3.6. ELUCIDATION OF ACTIVE RESEARCH APPROACH

My research approach was active research. Some aspects of active research are similar to that of action research but active research is not action research (Romm, 2018: 481). Action research, in the educational field, is an approach that teachers and facilitators employ to critically evaluate problems encountered in the classroom on a regular basis. While the goal of action research is to discover techniques to improve current practices through reflection and meta-analysis (McClure, 2002), active research is a strategy that researchers can actively employ to open up new avenues for thinking and acting on the part of actors in the social world (Romm, 2014).

Both 'traditional' action research and 'active' research approaches are concerned with change and improvement. In action research, definite plans can be set, implemented, and evaluated via an action research cycle while active research

embraces broader developmental goals where the trajectories of change cannot be clearly determined as part of the research process (McKay and Romm, 2008: 151-152). Another difference that I noted is that action research often involves two groups, that is, research group and a comparative one, while active research can support an individual participant to view his/her circumstances from a new perspective and come up with a possible solution.

3.7 RESEARCH DESIGN

My research design, as active research proponent, was the integration of descriptive and exploratory processes of research, ethnomethodology, document analysis, and phenomenological designs.

3.7.1. DESCRIPTIVE AND EXPLORATORY

Descriptive and exploratory styles are relevant to research processes in which researchers investigate concepts, people or situations that they know something about, but just want to describe in more detail what they have found or observed (De Vaus, 2013) and seek to discover the intended and unintended advantages and disadvantages. As a former ABET CI, I conducted numerous centre visitations for monitoring and support, and formal and informal meetings with CMs, lecturers, Principals and fellow CIs. Thus, I have background information about the need to improve the service delivery of Adult and Community Education.

3.7.2. ETHNOMETHODOLOGY

Ethnomethodology is an interview process that takes place in a conversation mode in which both the researcher and participant are equally benefitting from the discussion (Creswell and Poth, 2017). As a proponent for active research design I shared information that helped participants to broaden their analysis of their situation. I also requested them to share with me the information that they thought I needed even if it was not included in my discussion points or interview questions.

3.7.3. PHENOMENOLOGICAL DESIGN

Phenomenological design is an enquiry in which the meanings of a lived experience are studied befits the period and contemporary environment of my study (McMillan and Schumacher, 2006: 26). The implementation of Function Shift was based on the findings that assumed that former AET officials, centre managers, educators and learners would benefit. My research was conducted during the implementation of Function Shift – the period during which the excitement or fear was evidently experienced and expressed by these beneficiaries.

3.8. DATA COLLECTION PROCESS

3.8.1. SELECTION OF PARTICIPANTS

This project was about people's observations/interpretations and conflicting judgements, which resulted in differing reactions. I therefore selected areas that were rich in this diversity of reactions. Anney (2014: 278) indicates that a purposive sampling strategy 'helps the researcher to focus on key informants, who are particularly knowledgeable of the issues under investigation.' Furthermore, participants must be selected in the light of 'specific purposes' associated with the research study (2014: 278).

I based the selection of CET Colleges to the characteristics of the regions in which the colleges belonged. I clustered regions that portrayed similar characteristics and came out with 3 clusters. I selected one region and its college from each of the 3 clusters. From each of the selected regions and their corresponding college, I sampled 1 regional manager (RM), 1 Curriculum Implementer or regional official (RO), 1 Principal (P), 1 Centre manager (CM), 1 lecturer (L) and 1 student (ST). The Principals provided data from the regional and college management, and from the College council side.

For the sake of anonymity, I did not reveal the names of the selected colleges and regions. When this research was conducted each region (erstwhile province) only had one college which had only one regional manager and principal. Therefore, the

divulging of the names of regions and colleges would be tantamount to exposing the names of my participants. Exposing the names of participants, unless they volunteer to be exposed, is breaching the research ethical consideration of anonymity. I used codes to identify the participants.

3.8.2. DATA COLLECTION TOOLS

The aim of the data collection tools employed in this research sought to encourage participants to express their feeling or judgement about Function Shift. Therefore, I selected research tools accordingly and sought participants in the research study who would enable the achievement of this aim.

I employed multi-method data collection in the process of the research, which I hoped would be enabling. A multi-method data collection process enabled me to study events as they unfold over time (Hinings, 1997; Hesse-Biber, 2010). The research tools that I selected sought to prompt participants to express their judgement about Function Shift, through verbal and non-verbal communication. They are document analysis, in-depth interviews, focus group, and follow-up interviews.

3.8.2.1. Document Analysis

Government gazettes, directives, circulars, and progress reports on Function Shift contains ample information that give account of Function Shift. The intention of documents analysis was to prepare myself to carry out a fruitful active research approach. In active research approach, the researcher has the responsibility of helping participants make informed analysis. Therefore, I apprised participants about the developments which might have skipped their attention. My interaction with participants analysed the contents of these policy documents. Analysis of these documents helped me and participants to discover concealed meanings and objectives, and to understand contemporary happenings.

3.8.2.2. In-Depth Interviews

In-depth interviews comprised open-ended questions that obtain data concerning particular meanings as individuals conceive or interpret their world and as they explain or make sense of the important events in their lives (Rivombo, 2014). I (2014:51) noted that open ended questions need to be focused. To be focused, an interview guide approach can be employed. An interview guide approach is an approach whereby questions are prepared in advance but the wording and logic of questioning differs from one interview process to the other (McMillan and Schumacher, 2010). I formulated interview questions in advance but did not follow the same sequence for all participants. The sequence of questions was determined by participants' responses which stimulated appropriate follow-up questions. The interview guide was used to facilitate my implementation of an active interview approach, which promoted a discursive encounter between the researcher and the participant (Romm, 2014). Such critical discursive active interviewing is influenced by critical and interpretive theories (as explained in Sections 3.3.3 and 3.3.4 above).

Questions were demarcated into three categories, i.e.

- Category A: the research process as used by implementers of Function Shift,
- Category B: transitional period, and
- Category C: the end product – CET

In category A I wanted to let participants to express their views about the research process that was conducted by the TTCETC. Category B explored the rationale behind different reactions towards or against the announcement and implementation of Function Shift. It sought to persuade participants to come up with improved change management system. Category C intended to help participants to analyse the contemporary CET sector and to suggest a truly inclusive Adult and Community Education and Training College.

I conducted the first session of in-depth interviews with all participants in regional offices 1 and 2 and their respective CET Colleges. The first interview session was conducted with CM1 on the 20th of September 2016. I went to each region and college more than once, depending on the availability of participants and finances for travelling. The last participant in the first session was RM1 on the 14th of July 2017. I had intended to include potential sponsors, employers and college council members

in my sample. I discovered during piloting the interview instrument that Principals were more informed about the information that I would be needing from the college council members, and that sponsors and employers were not available. Therefore, I reduced the sampled number and refined my interview instrument. Interview sessions varied between 60 and 90 minutes.

3.8.2.3. Focus Group Discussion

The focus group is a particular type of group discussion where the researcher asks a set of targeted questions designed to elicit collective views about a specific topic (Ryan et al., 2014). Webb and Kevern (2001:800) cite Kitzinger and Barbour who define focus group as 'group discussions that explore a specific set of issues' that are focused in a process that involves 'some kind of collective activity.' It helps people to explore and clarify their views in ways that would be less easily accessible in a one to one interview (Webb and Kevern, 2001: 800). I witnessed such exploration when one group member cited death case which she suspected, but not sure if it was the caused by Function Shift. Her group members confirmed her suspicion and added the information that the culprit died of depression due to the steep reduction of her gross income. This focus group discussion elicited critical discussion amongst group members while I was playing a facilitation role. I concur with McKay and Romm (2008:151-152) when they propose that focus group can be considered as active research in so far as participants and researchers are actively involved in the discussion that brings about change or improvement.

The focus group discussion was conducted in CET College 3. It comprised 1 male CM, 3 female lecturers and two students (1 male and 1 female). I was not concerned about their difference in level of education and profession. I describe the homogeneity of group members on their background in relation to the topic. Morgan (2012:13) argues that homogeneity of participants in Focus Group Discussion is more than background characteristics and demographics. It is based on the similarity with regard to their stimulus and involvement in the topic. I conducted the Focus Group Discussion on the 11th of January 2017. The discussion was around the same topics as those in the one-to-one interview sessions. The discussion lasted for 2

hours. The difference was that I as the researcher just introduced the topic and facilitated the discussion in a manner that addressed the sub-topics.

When asked about their impression of the focus group session, the participants indicated that it was educative and encouraged collegial discussions about issues of serious concern. They learned to trust each other. For example, one group member confessed that before the group discussion, she had suspected that the centre manager was involved in their misfortune like the reduction of their salaries and all other challenges of transition that they were experiencing, but she discovered during the discussion that the centre manager was equally negatively affected like all of them.

3.8.2.4. Follow-Up or Second Session Interviews

I conducted follow-up or second session interviews with CIs, Principals and CMs between the 20th of January 2018 and 15th February 2018. These interviews were based on what the participants said, in the first interview session in comparison to what they considered was happening as the change process progressed. (I discuss these in depth in Chapter 5.) These interviews helped me and the participants to put into perspective some of the misinterpretation of events and policies. The follow-up interviews also enabled me to give participants an opportunity to check if I had correctly captured their responses during the 1st interview sessions. It thus became an additional occasion for what is called 'member checking' in the literature on qualitative research, as discussed in Section 3.10.5 below.

3.8.2.5. Evaluative Discussions with Head Office Officials

I held evaluative discussions with Head Office (HO) officials on the 22nd and 23rd of February 2018. These discussions were based on the first and second interview sessions with regional and colleges' participants. I informed participants from Head Office about the general perceptions from regions and colleges then asked them to air their views. These enlightened HO officials with the causes of what was happening in CLCs. They used the opportunity to clarify some of the stance that they have taken and acknowledged where they faltered.

3.9. DATA ANALYSIS AND PRESENTATION OF FINDINGS

I used the principles of Atlas TI to carry out data analysis. The important element of Atlas TI is that data from the reviewed literature is coded together with the collected data. Merriam (2002:195) states that data analysis does not start at the end of data collection, but on the first day of data collection. The Atlas TI implicitly expands Merriam's assertion that data analysis starts during literature review. I analysed data through coding, categorising and thematising as described by De Vos et al. (2011:335). The aim and objectives of the research gave me the clue about the construction and clustering of my questions and observed activities. Though I did not lead participants to say what I wanted them to say, I constructed my interview questions in a manner that would elicit from them the information that would be easily categorised or coded.

3.9.1. CODING

Coding is an analytic tactic that is conducted during and after collection of data (Miles and Huberman, 1994). My concurrence with Miles and Huberman is that the formulation of interview questions and statements of observation is the integration of aims and objectives of the research project with the topics and sub-topics that emerge during the literature review. Responses to questions that were formulated to address aims and objectives of the research project can be easily coded and clustered. That is what McMillan and Schumacher (2010) mean when they say that patterns and codes are not imposed on data, but they emerge as inductive analysis proceeds. As I noted earlier, this does not mean to say that some elements of deduction in relation to issues as located in theoretical literature is hereby excluded, as outlined by Pope, Van Royen, and Baker (2004)

Saldanah (2013:8) advocates that when clustered together according to similarity and regularity (a pattern), codes actively facilitate the development of categories and consequently the analysis of their connections yields findings. I clustered codes that I considered have the same meaning or connotation into a sub-category. The sub-categories that agree or support one another are clustered into a category. These clusters are guided by the topics and subtopics that emerged during literature

review. I assume that coding is an analytic technique that uses data from literature to formulate a meaning to the collected data (i.e., the statements of the participants or researcher's observations).

a. Initial Coding

I conducted initial coding by rephrasing each and every participant's statement in very few words to describe the core meaning or implication of each statement. The coding method whereby each and every statement is scrutinised is called splitting method (Saldanah, 2013). The codes of the data in this study emerged from my way of interpreting responses to the interview questions (as in Rivombo, 2014). I developed the codes, that is, I rephrased the statements in a manner such that they made input to the aim and objectives of the study. I affixed the same exponent on both the code and the original participant's statement. Initial coding resulted into 76 exponents.

b. Refinement of the Initial Coding

After affixing numbers on all codes I refined the coding. Refinement of the initial coding entails the elimination of more than one exponent that has been affixed on one code or statement and the correction of exponents that have been incorrectly affixed. I also combined codes that have more common elements that foster integration into one code. I affixed the Roman-type fixed numerals on the refined codes which totaled to xxxv (35). Hereunder is the tabular presentation of initial codes and refined codes.

INITIAL CODES		REFINED CODES	
1.	Roles of AET officials not acknowledged ^{vii}	Integrated codes	REFINED CODES
2.	In/consideration of erstwhile ^{vi} provincial dynamics	¹⁹ Anxiety	ⁱ Anxiety
3.	Active research helps participants to review their perspectives ^{xxx}	²² Excitement	ⁱⁱ Excitement
4.	Need for clearly demarcated roles of regional managers and principals ^{viii}	²⁴ Mixed feelings & ²⁵ indifference	ⁱⁱⁱ Detached
5.	Joblessness and change of clientele. ^{xvii}	19 to 19; or 22 to 22 or 24 to 24 or 25 to 25.	^{iv} Prevalence of initial emotions
		from 19 to 22 or visa verse	^v Development of contrasting emotions
		² In/consideration of erstwhile provincial	^{vi} Dynamics of erstwhile provinces

6. Need for sponsorship	dynamics	
7. The government funds only academic activities.	¹ Roles of AET officials not acknowledged	^{vii} Roles of regional officials
8. Student transportation challenge ^{xxv}	⁴ Need for clearly demarcated roles of regional managers and principals	^{viii} Roles of RM & Principal
9. Challenge of gap between levels ^{xxv}	⁴⁴ Representation of erstwhile provincial directorate at the TTCETC feedbacks. ^{9 & 11}	^{ix} AET rep. during the TTCETC feedback meetings
10. Poor student retention ^{xxv}	⁴⁴ Feedbacks stimulates more inputs ⁴² One-way notification ⁴⁰ Insufficient consultation	^x feedbacks
11. Causes of low pass rate ^{xxv} .	¹⁸ Notification about function shift, ⁴⁰ Insufficient consultation, ⁴² One-way notification, ⁴³ Representation of erstwhile provincial directorate at the TTCETC feedbacks, ⁴⁵ Reluctance of AET staff members to look for more information, ⁴⁶ Access to internet, ⁴⁹ Sources of additional information.	^{xi} Communication
12. Transitional admin challenges ^{xii}	²⁹ Admin. Systems not ready, ³⁹ Transitional challenges, ⁶⁶ When systems are ready, ⁵¹ lack of resources.	^{xii} Readiness of the system
13. Unethical students ^{xxv} .	⁷⁶ Elevation of the status of Adult and community Education, ⁴¹ Increased focus and direct support.	^{xiii} Establishment of CET branch
14. Community incoherence ^{xxv}	⁶⁸ Competent and reputable college council.	^{xiv} Competent and reputable college council
15. Inclusion of Learning Area specialists in the college post establishment ^{xxi}	³⁸ Supporting policy documents	^{xv} Supporting draft supporting documents
16. Loss of employment or redundancy ^{xxi}	⁴⁸ Cost effective Implementation process	^{xvi} Cost effective Implementation process
17. Active interview enhances discursive environment ^{xxxii}	⁵⁶ T&E provides new knowledge and skills.	^{xvii} Acquirement of knew knowledge and skills
18. Notification about function shift ^{xi}	⁵⁴ T&E implementation must involve managers on the ground.	^{xviii} Involvement of managers on the ground
19. Anxiety ⁱ	⁷² Relevant curricula produce relevant employees, ⁶⁷ aspired graduates	^{xix} Relevant curricula produce relevant employees.
20. Lack of information/knowledge/understanding ^{xxii}	³⁶ Involvement of stakeholders. ⁶⁹ Potential employers, ⁷⁰ Role of	^{xx} Involvement of stakeholders
21. Inadequate information. ^{xxiii}		
22. Excitement ⁱⁱ		
23. Positive expectation ^{xxi}		
24. Mixed feelings. ⁱⁱⁱ		
25. Indifference ⁱⁱⁱ		
26. Disconfirmed expectation		
27. Repellent conditions of employment & job insecurity ^{xxv} .		
28. Prevalence of initial feelings ^{iv}		
29. Admin. Systems not ready ^{xii}		
30. Development of contrasting feelings ^v		
31. Migration was optional.		
32. Redeployment of employees. ^{xxi}		
33. Active interview is edifying ^{xxxii} .		
34. Anticipating the fulfilment of promises. ^{xxi}		
35. Active research encourages participants to share and reflect upon views by referring to their different positions they have occupied ^{xxx}		

36. Involvement of stakeholders. ^{xx}	potential employers, ⁷¹	
37. Lack of trust ^{xxv}	Potential sponsors, ¹ Roles of regional officials	
38. Supporting policy documents ^{xv}	⁶⁰ In/sufficient utilisation of regional offices ⁶³ Fixing lecturers' and CMs' repellent conditions of employment., ²³ Positive expectation ³⁴	^{xxi} Perceptions about FS
39. Transitional challenges. ^{xii}	Anticipating the fulfilment of promises	
40. Insufficient consultation ^{x & xi}		
41. Increased focus and direct support. ¹³		
42. One-way notification ^{x & xi}		
43. Representation of erstwhile provincial directorate at the TTCETC feedbacks. ^{ix & xi}	⁵⁹ Lack of knowledge impedes interest. (Knowledge breeds curiosity), ⁵⁷ Lack of information impedes vision and causes confusion. ²⁰ Lack of information.	^{xxii} Lack of knowledge
44. Feedbacks stimulates more inputs ^x		
45. Reluctance of AET staff members to look for more information ^{xi}		
46. Access to internet. ^{xi}	²¹ Inadequate information.	^{xxiii} Disseminating inadequate information
47. FS is a trial and error implementation		
48. Cost effectiveness of T&E implementation. ^{xvi}	⁶¹ New programs need additional government funding for new lecturers and facilities. ⁷ The government funds only academic activities. ⁶ Need for sponsorship ⁶² Recruitment of skills programs lecturers and capacitation of the currently employed lecturers need expanded funding.	^{xxiv} Detailed explication of CET Act and supporting policy documents
49. Sources of additional information. ^{xi}		
50. Proper management and sufficient resources yield positive results.		
51. Lack of resources ^{xii & xxxv}	⁵¹ lack of resources	^{xxxv} lack of resources
52. Introduction of skills programs is a solution to low enrolment, high attrition and high failure rate.	¹⁰ High attrition rate, ¹¹ Low pass rate, ¹³ Unethica ^l students, ¹⁴ Community incoherence, ²⁷ Repellent conditions of employment for lecturers and CMs and job insecurity. ⁸ Accessibility ⁹ Diversity. ⁵⁸ Indifference	^{xxv} Persistent AET challenges
53. Mitigating the lack of resources.		
54. T&E implementation must involve managers on the ground. ^{xviii}		
55. T&E must be implemented stage by stage. ^{sub-category 3.2}		
56. T&E provides new knowledge and skills. ^{12xvii}	⁵² Introduction of skills programs is a solution to low enrolment, high attrition and high failure rate.	^{xxvi} Introduction of skills programs is a solution to low enrolment, high attrition and high failure rate.
57. Lack of information impedes vision and causes confusion. ^{xxii}		
58. Indifference leads to ignorance, ^{xxv}	⁷ The government funds only academic activities.	^{xxvii} The government funds only academic activities.
59. Lack of knowledge impedes interest. (Knowledge breeds curiosity) ^{xxii}		
60. In/sufficient utilisation of regional offices. ^{xxi}	⁶¹ New programs need additional government funding for new lecturers and facilities. ⁶² Recruitment of skills programs lecturers and capacitation of the	^{xxviii} New programs need additional government funding for lecturers and facilities
61. New programs need additional		

<p>government funding for new lecturers and facilities.</p> <p>62. Recruitment of skills programs lecturers and capacitation of the currently employed lecturers need expanded funding.</p> <p>63. Fixing lecturers' and CMs' repellent conditions of employment. ^{xxi}</p> <p>64. Advocacy and recruitment</p> <p>65. Diversity management</p> <p>66. When systems are ready. ^{xii}</p> <p>67. Aspired graduates. ^{xix}</p> <p>68. Competent and reputable college council. ^{xiv}</p> <p>69. Potential employers. ^{xx}</p> <p>70. Role of potential employers. ^{xx}</p> <p>71. Potential sponsors. ^{xx}</p> <p>72. Relevant curriculum produces relevant employees. ^{xix}</p> <p>73. The role of potential sponsors ^{xx}</p> <p>74. Services of un/under qualified lecturers ^{xxv}</p> <p>75. Sufficient contact time</p> <p>76. Elevation of the status of Adult and community Education ^{xiii}</p>	currently employed lecturers need expanded funding.	
	⁵⁰ Proper management and sufficient resources yield positive results, ⁷⁵ Sufficient contact time, ⁶⁵ Diversity management, ⁵³ Mitigating lack of resources.	^{xxix} Proper management and sufficient resources yield positive results.
	³ Active research helps participants to review their perspectives ³⁵ Active research encourages participants to share and reflect upon views by referring to their different positions they have occupied	^{xxx} Active research encourages participants to share and reflect upon views by referring to their different positions they have occupied
	⁷⁷ Active interview enhances discursive environment	^{xxxI} Active interview enhances discursive environment
	³³ Active interview is edifying ^{xxxII}	^{xxxII} Active interview is edifying
	⁶ Need for sponsorship ⁷ the government funds only academic activities ²⁷ job insecurity and repellent conditions of employment. ³⁸ supporting policy documents. ⁵¹ CETC still battling with human, physical and financial resources. ⁰⁴ Need for clearly demarcated roles for regional managers and principals. ⁶¹ new programs need additional government funding for new lecturers and facilities.	^{xxxIII} Disheartening clarity.
	³ Active interview helps participants to review their perspective.	^{xxxIV} Active interview helps participants to review their perspective.

TABLE 3.1: TABULAR PRESENTATION OF INITIAL AND REFINED CODES

3.9.2. CATEGORISING AND THEMATISING: EMERGENCE OF CODES, SUB-CATEGORIES, CATEGORIES AND THEMES

In this sub-heading I discuss in detail how interviewing question and statements for observation were influenced by research objectives. Interview questions and observations elicited data that I coded. I wish to show here the relevance of some of the categories and themes to topics and sub-topics that were discussed in literature review and to the aims and objectives of the study. I demonstrate too that codes,

categories and themes emerged as analysis proceeded, and were not imposed (Saldanah, 2013).

Objective 1 aimed at establishing participants' perspectives about Function Shift. Topics and sub-topics that emerged from literature were, amongst others: 'Function Shift is tantamount to change' and 'Change triggers different emotions', respectively. The interview question that I formulated in order to explore this topic and sub-topic was: 'When Function Shift was announced some people were anxious and others were excited. How did you feel? And Why?' Some responded by saying that they were excited; others anxious and others had mixed feelings. I coded these different answers as i) anxiety, ii) excitement and iii) mixed feelings and clustered them under sub-category 1.1. 'Instantaneous emotional effects.' This Sub-category was clustered with sub-category 1.2 which articulated 'Subsequent emotional effects.' Both sub-categories were clustered under Category 1 which says 'Function Shift triggers emotions', under Theme 1 which talks about Function Shift as Change.

Objective no 2 of this research was to explore the change management process that took place in Function Shift. I formulated questions which elicited information about change management from the TTCETC, DHET officials, and college principals and from the potential beneficiaries of change. I gathered data about managing the change process from DBE to DHET, which I clustered according to the following codes: dynamics of former provinces; roles of regional officials; roles of regional managers and principals; AET reps in TTCETC; feedbacks; communication and readiness of the system. I clustered the first five codes under sub-category of 'Planning' and the last codes were clustered under the sub-category of 'Consultation.' I clustered the above sub-categories under category 2 'Change management.' This category addresses the deliberations of topic 2.5 'change must be thoroughly communicated in the literature review. I clustered categories 1 and 2 under the theme which says 'Function Shift is tantamount to change.'

My informal discussions with principals and regional officials revealed to me that the implementation of Function Shift commenced before the planning was finalised. Therefore, the viability of implementing a project before planning was finalised became objective no 3. Policy documents regarding Function Shift which I accessed

as part of my literature from the DHET, like policy on monitoring and support and staffing norms were still in draft stages. I gathered data and clustered them into the following codes: Establishment of CET branch; appointment of college councilors and principals; supporting draft policy documents and inputs; cost effective implementation process; acquirement of new knowledge and skills; and involvement of managers on the ground. The first three were clustered under sub-category of 'Progressive restructuring of the sector'. The codes elicited the sub-category of 'Advantages of progressive restructuring of the sector.' I partnered the above sub-categories under category 3 which I named 'Trial and error implementation processes.' This category gives practical examples and clarity on topic 2.6.2 of my literature review and points towards findings about the feasibility of commencing implementation of the project before planning is complete.

The reason for the excitement towards Function Shift by participants, who were attending the TTCETC meetings like RM1 and P2, was that Function Shift was bringing increased focus and direct support from DHET. I coded it as 'establishment of CET branch.' Other codes that were addressing objective no 4, i.e. positive significance of Function Shift were: 'the role of college principals and regional managers'; 'relevant curriculum produces relevant employees'; 'involvement of stakeholders'; and 'competent and reputable college council.' These codes fit well with the development strategies of NDP, which are: increased access and greater quantity; improved quality and relevance; diversification and integration; and, mobility and innovation. I utilised the first development strategy, i.e. increased access and greater quantity, as a sub-category under which I clustered the codes of 'establishment of CET branch' and 'the role of college principals and regional managers.' I clustered the last three strategies (improved quality and relevance; diversification and integration; mobility and innovation) as one sub-category under which the last three codes ('relevant curriculum produces relevant employees'; involvement of stakeholders'; and 'competent and reputable college council') were clustered. I clustered the two sub-categories under category 4, namely: 'Function Shift as an enabler of strategies of the NDP.' Categories 3 and 4 were grouped under theme 2 that portrays the 'Positive significance of Function Shift.'

In determining challenges of Function Shift, i.e. objective no 5, I conducted interview sessions and reviewed literature that yielded the following codes: 'inadequate Involvement of all stakeholders in knowledge generation'; 'Incorrect perceptions about Function Shift'; 'lack of knowledge'; 'disseminating inadequate information'; 'detailed explication of CET Act and supporting policy documents'; and 'disheartening clarity'. I clustered the codes into three sub-categories according to the chronological order that the participants experienced it. I clustered 'Involvement of all stakeholders in knowledge generation' and 'perception about Function Shift' under sub-category of 'knowledge generation.' The codes of 'Lack of knowledge' and 'disseminating inadequate information' were clustered under sub-category of 'knowledge dissemination and implementation.' I clustered the codes of 'detailed explication of CET Act and supporting policy document' and 'Disheartening clarity' under sub-category 'knowledge streamlining and capturing.' The sequence in which these sub-categories took place created a violation of knowledge management process; therefore, I clustered them under the category of 'violation of knowledge management processes.'

While questing to find out if anxious AET lecturers, CMs and Regional officials were just 'afraid of the unknown', I also wanted to establish if the excitement of the hopeful ones was not a 'disconfirmed expectancy.' Responses to interview questions related to the latter resulted in the following codes: 'Introduction of skills programs is a solution to low enrolment, high attrition and high failure rate'; 'Perceptions about Function Shift'; 'Government funds the academic activities only'; 'Readiness of the system (lack of resources)'; and 'New programs need additional government funding for lecturers and facilities.' I clustered the first two codes under the sub-category of 'hope rousing message.' I clustered the last three codes under the sub-category of 'threats.' The two sub-categories, i.e., 'hope rousing message' and 'threats' were clustered under category of 'Impending disconfirmed expectancy.' The clustering these sub-categories of 'violation of knowledge management processes' and 'impending disconfirmed expectancy' resulted in the theme that addresses objective no 5, i.e. 'Weakness of Function Shift.'

The Sixth objective was attained through the review of all participants' inputs; findings and conclusions of the TTCETC; and planning and implementation by the

DHET. The review identified areas in which participants' inputs concur with the TTCETC, which is AET challenges, and the establishment of CET branch. In terms of coding and categorisation I have clustered codes of 'Persistent AET challenges' and 'establishment of CET branch under the sub-category of 'Participants' concurrence with TTCETC's findings and recommendations.' I have also clustered codes like Roles of regional officials'; and 'Repellent conditions of employment for lecturers and CMs' under the sub-category of 'Discussions that were not explicit in the TTCETC report.' I clustered the above sub-categories under the category: Relevance of TTCETC's findings and recommendations.

I coded participants' remedial suggestions as follows: 'New programs need additional government funding for lecturers and facilities'; 'Readiness of the system'; Proper management and sufficient resources yield positive results'; 'Competent and reputable college council'; 'AET representation in TTCETC feedback meetings.' I clustered the first three codes under the sub-category of 'Sufficient budget for infrastructure, LTSM, training and upgrading conditions of employment for lecturers and CMs.' The last two codes were clustered under the sub-category of 'Consultation, advocacy and extensive engagement of stakeholders by the college council.' I clustered the sub-categories under the category of 'Participants' input towards the success of CETC model.'

Just like objective number 6, the seventh objective was attained by scrutinising participants' relationship with the researcher and their level of involvement in the research process. Active engagement of both the researcher and participants elicited remedial suggestions. I coded these active engagements as follows: 'Active research encourages participants to share and reflect upon views by referring to their different positions they have occupied'; 'Active research enhances dialogue'; 'Active research is edifying' and 'Active interview helps participants to review their perspectives.' I clustered these codes as the sub-category called 'Characteristics of Active research', which serve as a subsidiary to the category that I named 'Impact of active research on the interpretation of significance of Function Shift.' I clustered the categories: 'Relevance of TTCETC findings and recommendations'; 'Inputs of Participants towards the success of CETC model'; and 'The impact of active

research on the interpretation of the significance of Function Shift' under the theme of 'Comprehensiveness of community college model in South Africa.'

3.10. MEASURES FOR TRUSTWORTHINESS: FOCUS ON CREDIBILITY

Guba (1981) argues that in qualitative research researchers need to motivate for what is called the trustworthiness of the research. I here account for the trustworthiness of my research by motivating mainly for its credibility, defined as the level of convincing, plausible, and believable accounts as developed by a researcher (Kavanagh, Mantzel, Van Niekerk, Wolvaart, and Wright, 2007). Anney (2014: 276) notes that in view of the demand for trustworthiness as set out by Guba (1981) qualitative researchers have developed various mechanisms to ensure credibility, which is not necessarily about pursuing accuracy of results, as would be advised by positivist-oriented researchers, but is a way of trying to develop accounts that readers are likely to find convincing. To this end she notes that mechanisms such as the following have been devised by qualitative researchers: creation of thick descriptions, which offer detail regarding the flow of discourses in the contexts under consideration, engaging in prolonged and varied field experience, keeping a journal regarding one's interpretations as one continues the research (so that analysis that one develops along the way are recorded), use of triangulation (via multimethod), member checking (with participants), peer examination (or checking with others), establishing authority of researcher (as a professional with research experiences), and structural coherence (Anney, 2014: 276). As Norris and Sawyer (2012: 20) indicate in their discussion of 'dialogic methodology', trustworthiness is then not linked to offering definitive interpretations, but is achieved by offering readers a sense of how the researched proceeded, so that they can judge it accordingly.

Another aspect of trustworthiness identified by Guba (1981) is a response to the question that he poses of how we can determine the applicability of the findings of the inquiry in *other settings* or with *other participants*. This is sometimes called the issue of transferability of findings (Guba and Lincoln, 1985: 219). Creswell (2003:196) states in this regard that what is important in qualitative research is that the data analysis considers the social and cultural context in which it is gathered. My inference is that this aspect of trustworthiness in qualitative research is measured

contextually. It means that findings that were discovered in this research may not be the same as those that would be discovered under different contexts or circumstances and therefore the context must be clearly specified. This is linked to what Flyvberg (2006: 226) calls a type of generalisation which amounts not to affirming that findings *will* transfer to specified other situations, but offering readers enough information (linked to the imperative of thick description) so that they can consider the extent to which, and situations in which, the findings might have relevance in other contexts, as I explain in Section 3.10.2 below. This can be linked also to credibility criteria because the attempt is to offer a credible account of the context, so that readers in turn can assess relevance to other contexts (and the researcher can offer some guidelines in this regard too).

I used the following strategies to enhance the credibility (and possible transferability) of my findings:

- the rich thick description;
- prolonged and persistent field work;
- multimethod strategies;
- participant language and verbatim accounts;
- member checking; and
- Participant review.

I also tried to develop what Anney (2014) calls a ‘coherent account’ by synthesising the various arguments in my overall interpretations offered in Chapters 4 and 5 and illustrating how this case of Function Shift relates to issues of change management as portrayed in the literature that I reviewed in Chapter 2. Hereunder is the elucidation of how I employed the various strategies.

3.10.1. RICH ‘THICK’ DESCRIPTION

The rich ‘thick’ description is a detailed description of the background information and setting of the research field (Geertz, 1973; Van der Nest, 2012, Anney, 2014). Van der Nest (2012) emphasises that it also serves to enable the reader to interpret general findings for future practice. I have earlier indicated that the transferability of these research findings is linked to analytic generalisation. My rich ‘thick’ detailed

description revealed people's different reactions to Function Shift as a change process in the circumstances under consideration. Readers are encouraged to consider how this relates to other circumstances of the implementation of organisational change.

3.10.2. PROLONGED AND PERSISTENT FIELD WORK

The lengthy data collection period provides opportunities for interim data analyses, preliminary comparisons, and corroboration to refine ideas and to ensure the match between (emerging) categories and participant reality (McMillan and Schumacher, 2006:322). Onwuegbuzie and Leech (2007:107) add to this by citing Lincoln and Guba who avow that the 'prolonged engagement and persistent observations help to increase the researchers' chances of understanding the underlying phenomena, events or cases.'

One feature of my prolonged and persistent field work was prompted by the period during which this research was conducted. I conducted this research from the time when Function Shift started throughout different phases of its implementation, during which I conducted the initial and follow-up interviews. The follow-up interviews were conducted to give participants opportunities to analyse their concurrent situations and compare them with their earlier judgements. I sampled three CETCs and their respective regional offices from which I sampled six participants. I conducted more than one interview session with the principals, centre managers and regional officials. This number of participants and data collection instruments determined my prolonged and persistent fieldwork.

Another cause of my prolonged and persistent fieldwork was the continuous revelations of new developments and policies, which prompted me to go back to participants and find out about their inputs on the bases of latest developments. For example, after hearing from the regional managers that the promised skills programs would not be funded by the government, I went back to some of the students and lecturers to help them make informed judgements about the significance of Function Shift.

3.10.3. MULTIMETHOD STRATEGIES

Multimethod strategies are a way of triangulating data, thus, comparing data collected via one method with data collected from others (McMillan and Schumacher, 2006). Van der Nest (2012: 91) cites Creswell (2003) who describes triangulation as a process that involves corroborating evidence from different sources. I employed more than one data collection strategy: review of policy documents; in-depth interviews; focus group interview; follow-up interviews and evaluative discussions with head office officials. I checked data collected during initial interview sessions and focus group interview through follow-up interviews. On the one hand, the information that I gathered through in-depth interviews was informative from the individual participant's point of view; on the other hand, the information generated during the focus group session with CM3, LECT3, LECT4, LECT5, ST3 and ST4 resulted from reciprocal enlightenment of group members.

3.10.4. PARTICIPANT LANGUAGE AND VERBATIM ACCOUNTS

I tried to ensure that I wrote what participants wanted me to express as their understandings and feelings. I frequently repeated what each participant had just said; in some instances I rephrased the statements in simpler wording and asked the participants if that was what they intended to say. In agreement with the advice of McMillan and Schumacher (2006:325) that researchers must phrase interview questions in the participant's language, not in abstract social science terms, I repeated and rephrased my questions using words and phrases that participants were comfortable with and encouraged them to express themselves in the kind of language-use that they were comfortable with. I also conducted some verification of participants' use of language and their verbatim accounts during member checking and participant review. (All interviews were conducted in English, barring the few occasions when I spoke to students, in which cases they switched between their mother tongue and English. For the rest, the interviews were in English, but not jargonised, academic language, as mentioned above.)

3.10.5. MEMBER CHECKING

Harper and Cole (2012:510) define member checking by citing authors such as Barbour, Byrne, Coffey and Atkinson, Doyle, and Lincoln and Guba, who assert that member checking is a quality control process by which a researcher seeks to improve the credibility and validity (resonance with participant understandings) of what has been recorded during a research interview. Anney (2014: 277) states that 'member checks mean that the data and interpretations thereof are tested with participants' (members).

I conducted some member checking during the interview sessions by checking my understanding of people's statements with them and I also later afforded them the opportunity to look at the transcripts. My follow-up interview sessions (with selected participants) also served as member checking opportunities (see Chapter 5). Conducting research while the research phenomenon (Function Shift) is being implemented compelled me to give participants opportunities to review their initial judgements and inputs. When initial interview sessions were conducted, participants responded on the basis of their own perceptions about Function Shift; they were not yet well informed. The meaning of Function Shift became clearer as the process unfolded. There was therefore a need to revisit the participants and find out if they still maintained their viewpoints or had changed them.

3.10.6. PARTICIPANT REVIEW

When they say that 'participant review' offers participants an opportunity to add further information, provide summaries, and check the adequacy of the analysis, Cohen, Manion and Morrison (2007:140) imply that 'participant review' entails giving participants access to the inputs that they have made. My active engagement with participants enabled me to find out if what I was recording had the meaning of what the participant intended to say. As indicated in Section 3.10.5, I sent a copy of the interview discussion that I had with each participant to give an opportunity to indicate if I have captured what they had intended. I also discussed data analysis with the participants and highlighted their individual's influence on my analysis.

3.11. ETHICAL CONSIDERATIONS

The need for ethical consideration was caused by historical researchers who abused the rights of research participants (as noted by Chilisa, 2007; Cram, Chilisa, and Mertens, 2013; Ndebele, Mwaluko, Kruger, Oukem-Boyer, and Zimba, 2014). Ndebele et al. (2014:5) support Karatzas (2013) who avers that there is a strong connection between research ethics and human rights, by declaring that ethical consideration is critical for the protection of research participants. It is therefore a prerequisite that research institutions like universities must ensure that their researchers do not violate participants' rights by developing procedures/guidelines that researchers must satisfy before they are permitted to go and conduct research.

I followed the standard procedure of UNISA College of Education (CEDU) Research Ethics Committee (REC) to be permitted to conduct research in the DHET head office, regional offices and CETC. I completed an application form for ethics clearance and submitted it to CEDU REC with the following attachments: the research proposal; completed form to the DHET that requested permission to conduct research with head office officials; completed form to the CETC that requested permission to conduct research with colleges' officials and students; letters of request to regional offices (as they were not having application forms to be completed); examples of consent letters to potential participants and examples of data collection tools.

The CEDU REC responded positively to my application by awarding me the ethics clearance certificate – after some minor modifications that I made (see Appendix 1). I attached the ethics clearance certificate from CEDU REC, research proposal, examples of consent letters to potential participants and data collection tools on the application form of DHET head office and submitted it to DHET head office. After receiving a letter of approval from the DHET (see Appendix 2), I attached it on the same package that I had submitted to the DHET head office and submitted these packages to three sampled regional offices and three CETCs. The regional managers and CETC principals accepted my request by signing the application letters on which I made a provision for acceptance or rejection and signature (see Appendices 3-8).

As advised by Chilisa (2009), Kovach (2009), and Truman (2003), I started discussing the research with the potential participants before the formal process of seeking consent, so that they would be aware of what I/we could achieve via the research process. This was followed by giving them consent letters to read and sign (see Appendices 9-14). I assured participants that their participation was voluntary, they were free to withdraw from the study at any time, and that they had a right to refrain from answering questions with which they were not comfortable. I informed them that there were no risks that were anticipated for participating in this research and every effort would be made to minimise any unforeseen risks. I assured participants that their names would be kept confidential and would be used only for the purpose of this research. They would be assigned codes that would be used on all the notes. I promised participants that I would copy transcripts of our discussions for them to check if I have resonated with what they intended to say.

I had intended to attend and observe meetings between principals and centre managers. They could not inform me in advance because they did not yet have scheduled meetings. Due to transitional needs, they only met to discuss items that were urgently necessary.

The idea that researchers, with participants' input, should try to make the whole research process beneficial (edifying) for participants has been mooted by many authors writing about the ethics of research, especially authors pleading for the incorporation of Indigenous principles of reciprocity in the research process (e.g., Chilisa, 2009; Kovach, 2009; Cram and Mertens, 2015). As can be seen from my discussion in Chapters 4 and 5, I tried to render the research process edifying for participants and I indeed sought feedback from them as to how they had experienced the research process. I have shown in this chapter how I accounted for this as part of the project by creating codes in relation to answers received from participants in this regard, such as the codes of: 'Active research encourages participants to share and reflect upon views by referring to their different positions they have occupied'; 'Active research enhances dialogue'; 'Active research is edifying'; and 'Active interview helps participants to review their perspectives.' In Chapters 4 and 5 I provide further details on this aspect of the research with reference to definite examples.

3.12. SUMMARY

I introduced this chapter by recapping the purpose of this research which is to investigate in depth the experienced positive and negative consequences of Function Shift with an intention of coming up with a way forward for the development of community education.

I explicated how my interpretative paradigm as my predominant philosophical guideline justified the use of in-depth interviews and focus-group interviews in an active research approach that enabled participants and stake holders to further reflect upon the phenomena being explored. I demonstrated how a coding, categorising and thematising analytic approach utilises data from participants and from the literature. My coding and categorisation enabled me to direct my findings towards the attainment of my objectives.

I elucidated my sampling procedures, data collection procedures, and analysis and interpretation methods. I also explained aspects that render my research valid and credible in accordance with criteria for qualitative research, and in compliance with research ethics. I commenced my discussion by explaining why I chose to conduct fieldwork instead of desktop research.

In Chapter 4, I display the practical implementation of all elements research methodology that I discussed in this chapter. This demonstration takes place simultaneously with the analysis of data from literature and participants' accounts.

CHAPTER 4: DATA ANALYSIS AND INTERPRETATION

4.1. INTRODUCTION

People reacted differently towards and/or against Function Shift due to different meanings and consequences that they ascribe to Function Shift. The aim of my research into these different reactions is to explore the experienced positive and negative significance of Function Shift, which resulted in the CET College, with an intention of constructing the CET College that has minimal negative impacts. The exploration of these reactions demanded more than one type of data collection tool. As indicated in Chapter 3, I opted for a framework that I could use as rationale for different data collection tools – hence a framework that comprises elements of critical rationalistic or non-foundationalist theory, interpretative theory, and critical theory. These philosophical assumptions led me to a qualitative research approach, in particular, active research, as an appropriate approach. Through active research, I influenced participants to express their interpretation and viewpoints about their situation while reflecting on these during the interviews. Romm (2010) describes active research as a research approach whereby the researcher motivates the participants to think deeply and to discover new ways of seeing or new interpretations of long held (mis)conceptions.

I scheduled the achievement of my aims and objectives from the following angles:

1. To explore participants' perspectives about Function Shift.
2. To investigate the change management system that was followed during transition from DBE to DHET.
3. To assess the experienced effects of implementing the transition from DBE to DHET while the planning was still in process.
4. To identify and explore the experienced positive significance of Function Shift.
5. To explore possible weaknesses of Function Shift.
6. To suggest advancement and remedial strategies for the positive and negative consequences of Function shift, respectively.
7. To outline the impact of active research approach on this research project.

4.2. RESEARCH PROCESS

I conducted research in three CET colleges and their respective regional offices, and the DHET national office. I started to conduct research during the period when the implementation of Function Shift was still at the early stages (2015), therefore only one CET College per region (former province) was established. When I conducted participant review sessions, participating principals and regional managers were not comfortable with the naming of their colleges and regions as it would divulge their identity, thus violating their anonymity. Therefore, I replaced the names of the selected regions and colleges with numbers 1, 2 and 3.

I started my data collections at the colleges and regional offices and then proceeded to the head office. I intended to use data collected from colleges and regional offices as items for discussion and evaluation during the interview sessions with head office officials. The interview sessions with head office officials were thus opportunities to discuss issues arising from interviews held earlier (first and second interviews with other participants). This is discussed in Chapter 5. In this chapter I refer mainly to the interviews with principals, regional officials, CMs, lecturers and students, and to the emerging codes, sub-categories, categories and themes.

4.3. DATA ANALYSIS

I used a coding process that is described by De Vos, Strydom, Fouch and Delport (2011:335) as leading to categorising and thematising. I employed the analytic strategy of Atlas TI which requires that data collected from participants should be related to the analytic framework in literature (Ricardo, 2015). Ricardo's analytic strategy concurs with Pope (2000) who says that data analysis is a continuous process that starts before the end of data collection.

I carried out my analysis in three phases; the first one is splitting method. I started by splitting the page into two columns. Saldana (2013) qualifies the splitting method differently from the lumping one by saying that it encourages careful scrutiny of social action represented in the data. I transcribed each and every response on the column on my left hand side. On the column of my right hand side I rephrased the response in very few words that captured the meaning of the response and referred

to them as codes. I affixed same exponents of numbers to statements and their corresponding codes. This process resulted in 76 codes, which I later had to further reduce by clustering them as shown below.

I conducted the second and third phases simultaneously. I clustered the codes that addressed the same sub-topic into a sub-category. Sub-categories that addressed the same topic were clustered into a category. I clustered categories that were relevant to same objective into a theme. This process resulted into 18 sub-categories, nine categories and four themes.

4.3.1. BIOGRAPHICAL DATA OF PARTICIPANTS

I conducted data collection in the DHET head office, three CET colleges and three regional offices that oversee the selected Colleges. I requested two head office officials to participate in the research. From each regional office I requested a regional manager and a regional official. I requested the principal, one centre manager, one lecturer and one student from each CET College. Hereunder is the tabular illustration of the biographical data of participants.

	REGION AND CETC 1			REGION AND CETC 2			REGION AND CETC 3		
	Qualification	CET experience	GENDER	Qualification	CET experience	GENDER	Qualification	CET experience	GENDER
Regional managers	Under graduate	8 years as ABET DCES	M	Post graduate	12 years as CES for GET	F	Post graduate	10 years as CES for GET	M
Regional officials	Post graduate	10 years as ABET SES	F	Post graduate	10 years as ABET SES	F	Post graduate	18 years as ABET DCES	M
Principals	Post graduate	10 years as ABET DCES	M	Post graduate	10 years as ABET SES	F	Post graduate	10 years as ABET DCES	M

TABLE 4.1: TABULAR ILLUSTRATION OF PARTICIPATING REGIONAL MANAGER, REGIONAL OFFICIALS AND PRINCIPALS

CENTRE MANAGERS		CETC 1	CETC 2	CETC 3
	Qualifications	Post graduate	ABET Diploma	ABET Diploma
	Appointment status	Permanent.	Annual renewable contract	Annual renewable contract
	Working/contract hours per week	40 hours	20 hours	20 hours
	Salary level	REQV 14	REQV 13	REQV 13
	GENDER	MALE	MALE	MALE
LECTURERS	Qualifications	ABET Diploma	ABET Diploma	ABET Diploma
	Appointment status	Annual renewable contract	Annual renewable contract	Annual renewable contract
	Working/contract hours per week	12 hours	12 hours	12 hours
	Salary level	REQV 13	REQV 13	REQV 13
	GENDER	FEMALE	MALE	3 FEMALES
STUDENTS	CLASS	ABET level 2	ABET level 4	ABET level 4
	GENDER	FEMALE	FEMALE	1 MALE & 1 FEMALE

TABLE 4.2: TABULAR ILLUSTRATION OF PARTICIPATING CENTRE MANAGERS' AND LECTURERS' BIOGRAPHY.

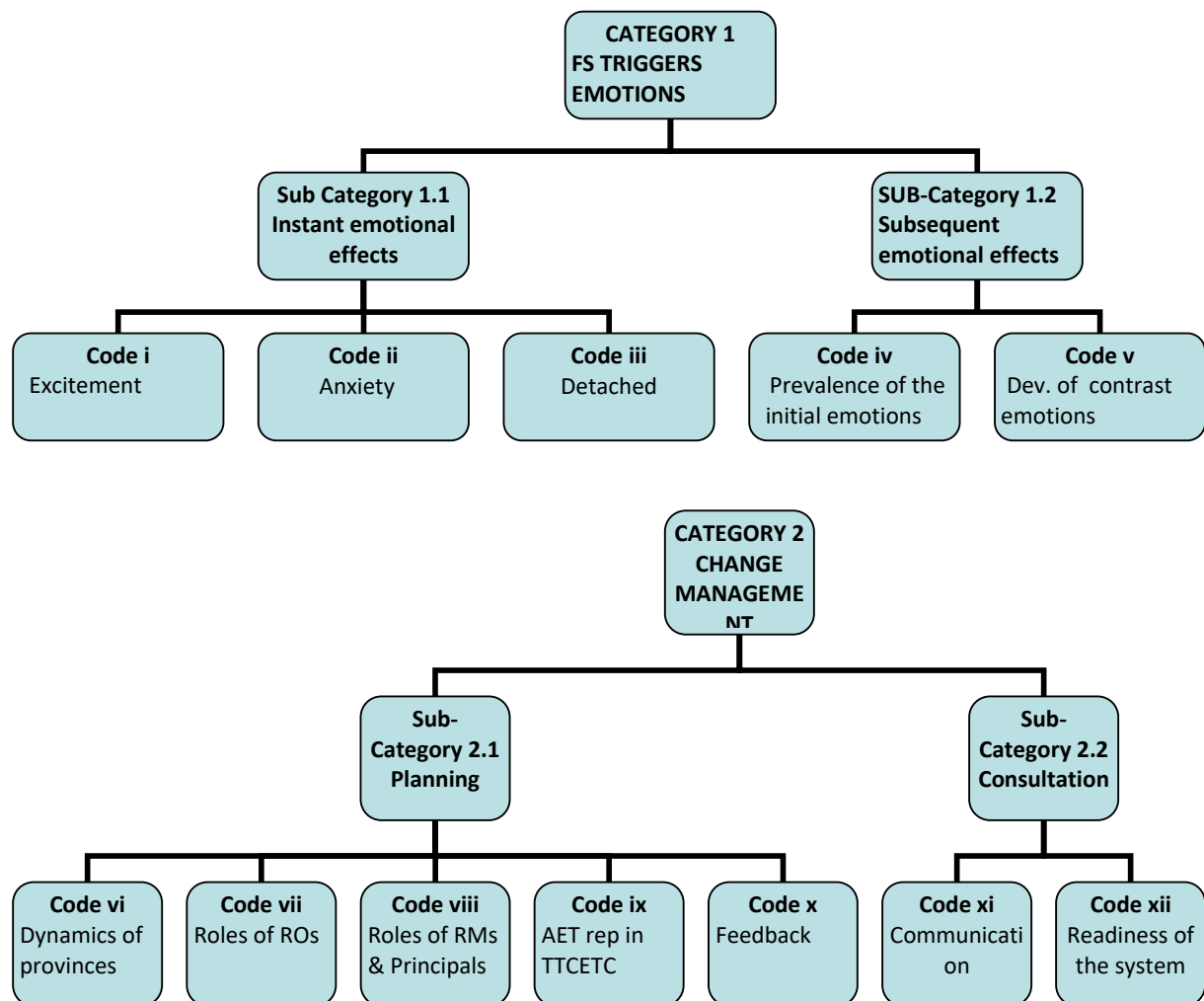
The tables above show that the possible effect of Function Shift to regional managers, regional officials and principals could be a change in their job descriptions and slight improvement or reduction on their conditions of employment because they were already permanent.

I discovered that principals also served as secretaries of college councils and were more informed about Function Shift than external college council members, therefore information from principals also served as information from college council members. An important distinct feature of RM1, P2 and P3 is that they knew about Function Shift long before it was implemented. I profile these three, who were later joined by P1 when he started to attend the DDG's meetings, as informed participants.

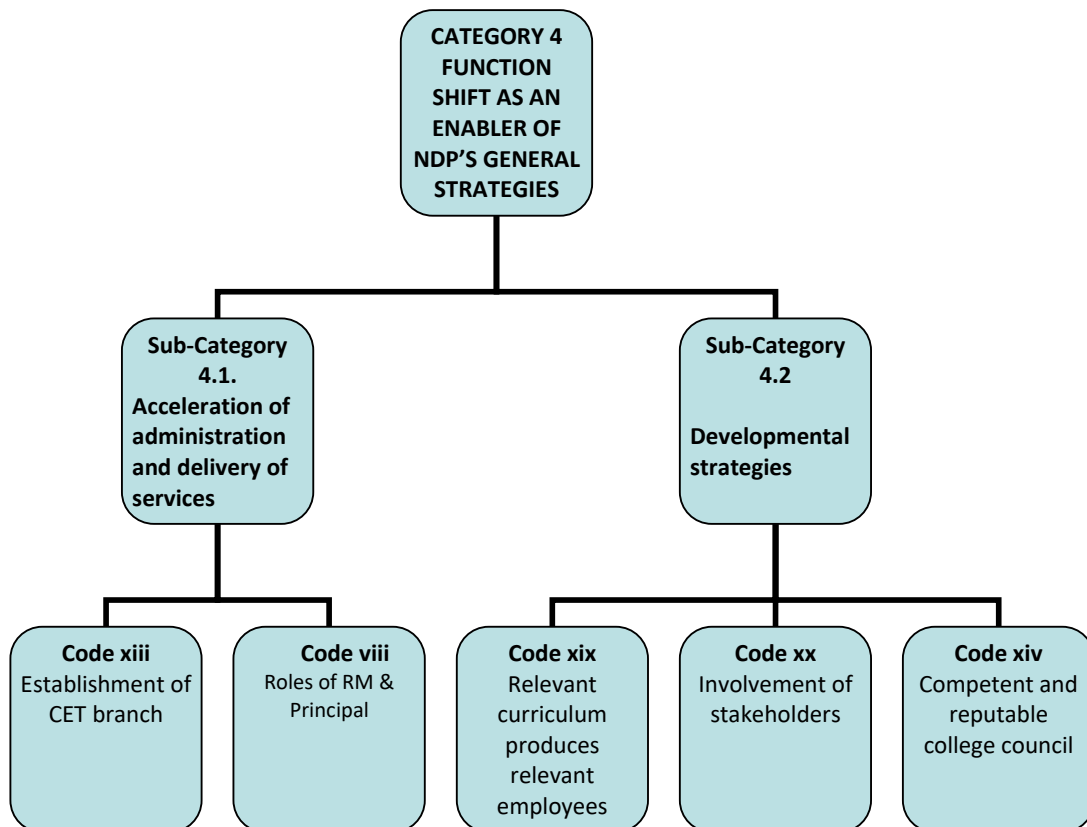
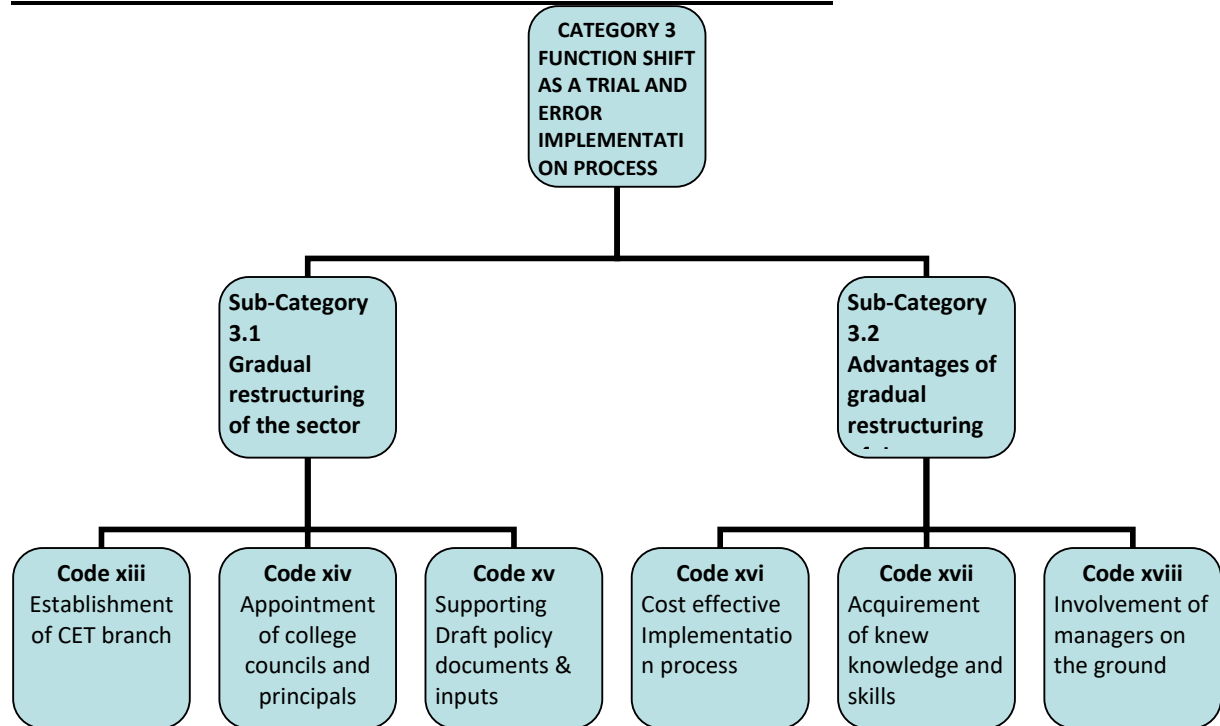
For a struggling person, change means transition to a sustainable development (Geels and Schot, 2010). For CMs and lecturers, change that was highly anticipated was improvement of life and conditions of employment. I selected, with the help of CMs, lecturers and students who experienced both ABET centre and CET College environments. As it happened, by the time that I reached the selected students for participating in the study, the interviews held with them did not turn up new data – and I realised that I had reached data saturation. Hence, the analysis below shows the data of the actual participants.

4.3.2. THE PICTORIAL ILLUSTRATION OF DATA ANALYSIS

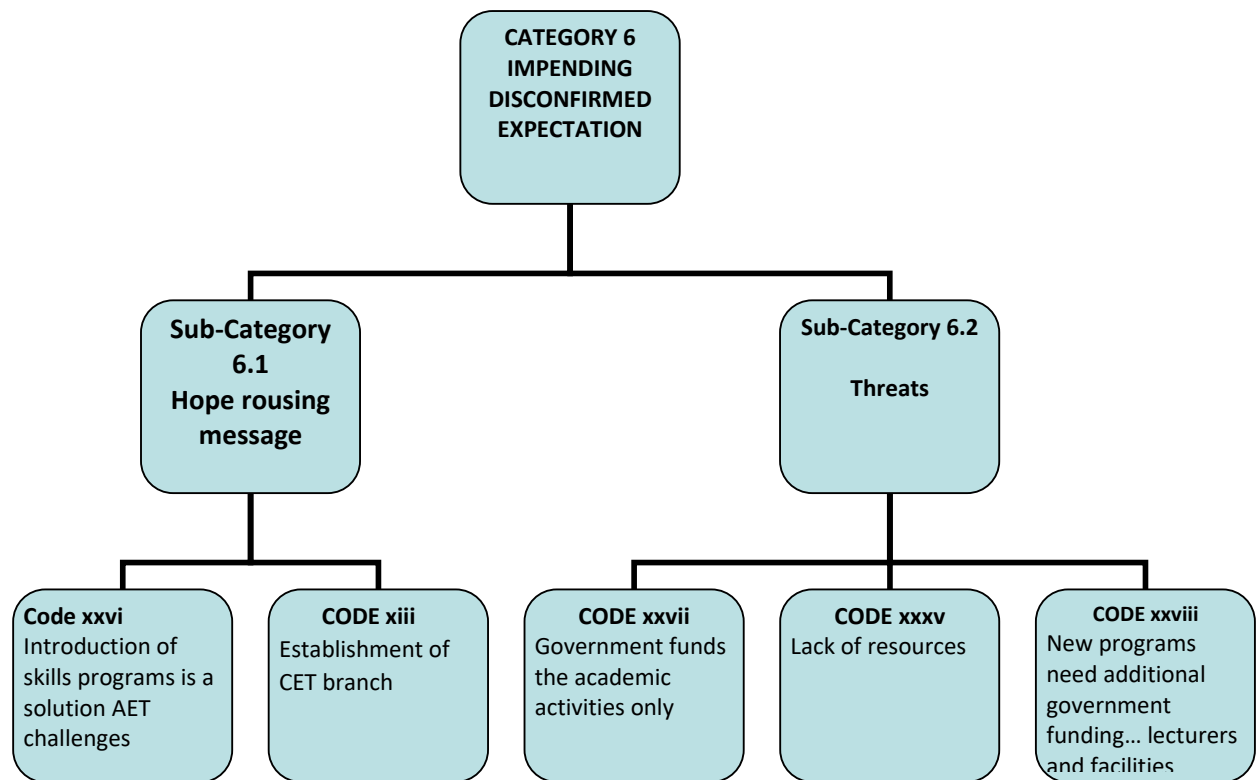
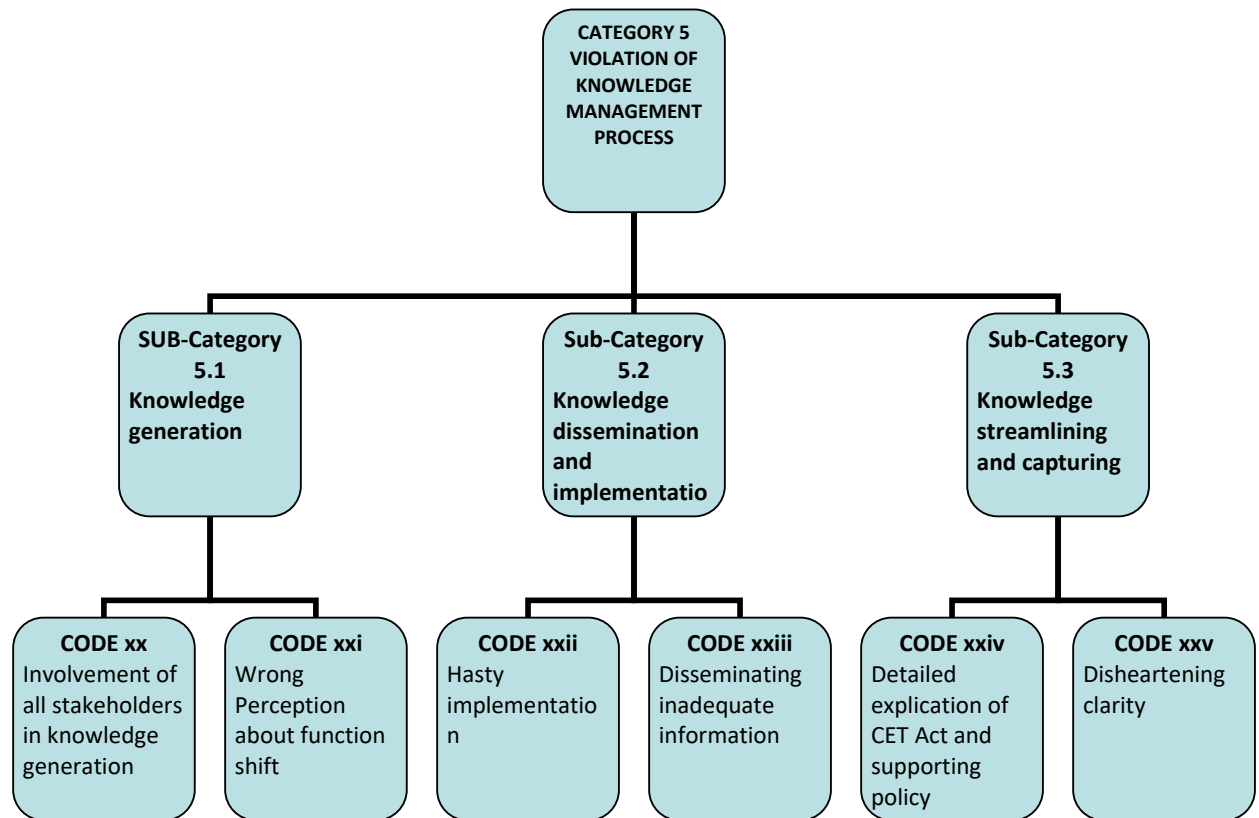
THEME 1: FUNCTION SHIFT IS TANTAMOUNT TO CHANGE



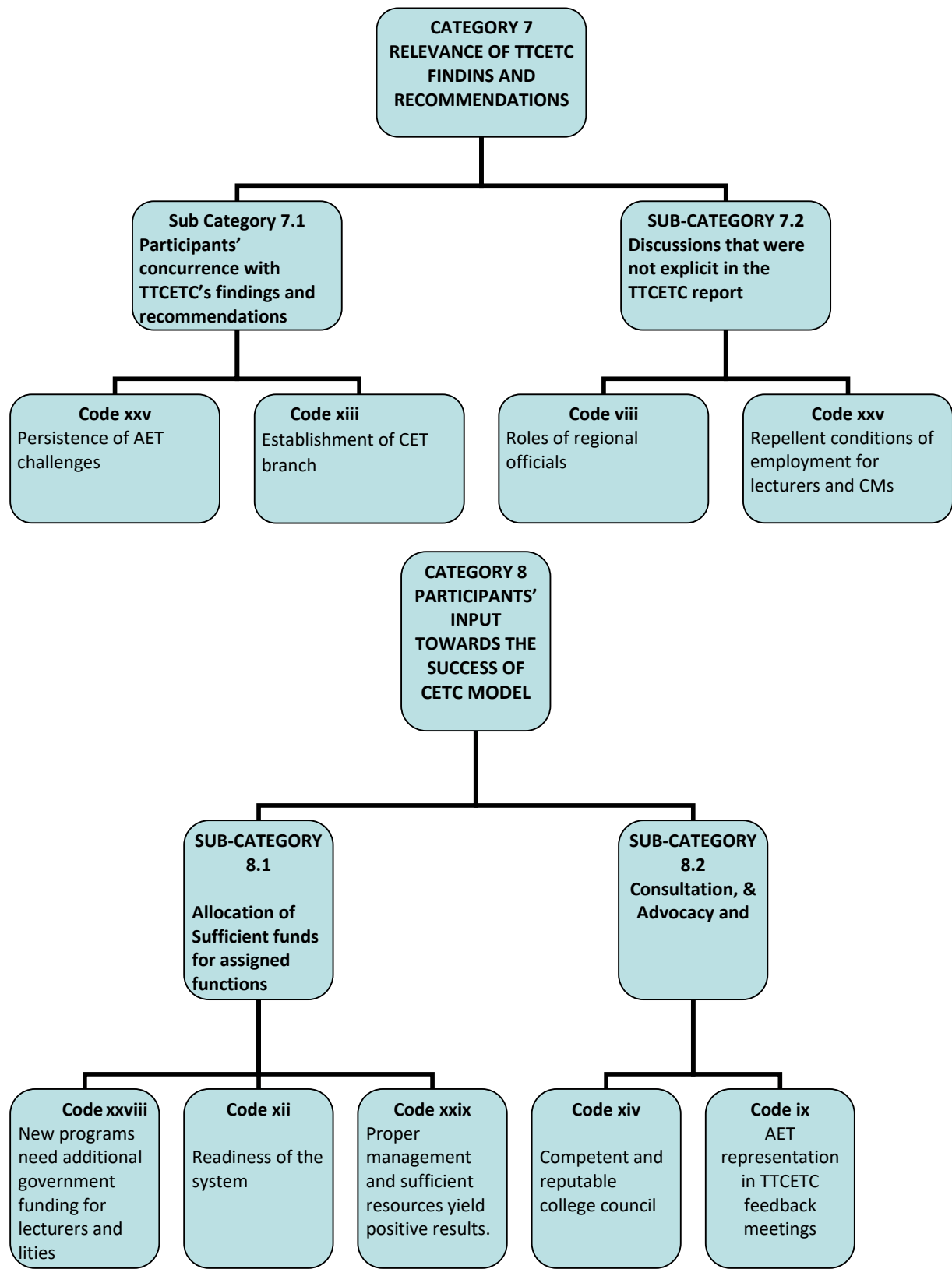
THEME 2: POSITIVE SIGNIFICANCE OF FUNCTION SHIFT



THEME 3: WEAKNESSES OF FUNCTION SHIFT



THEME 4: COMPREHENSIVENESS OF COMMUNITY COLLEGE MODEL IN SOUTH AFRICA



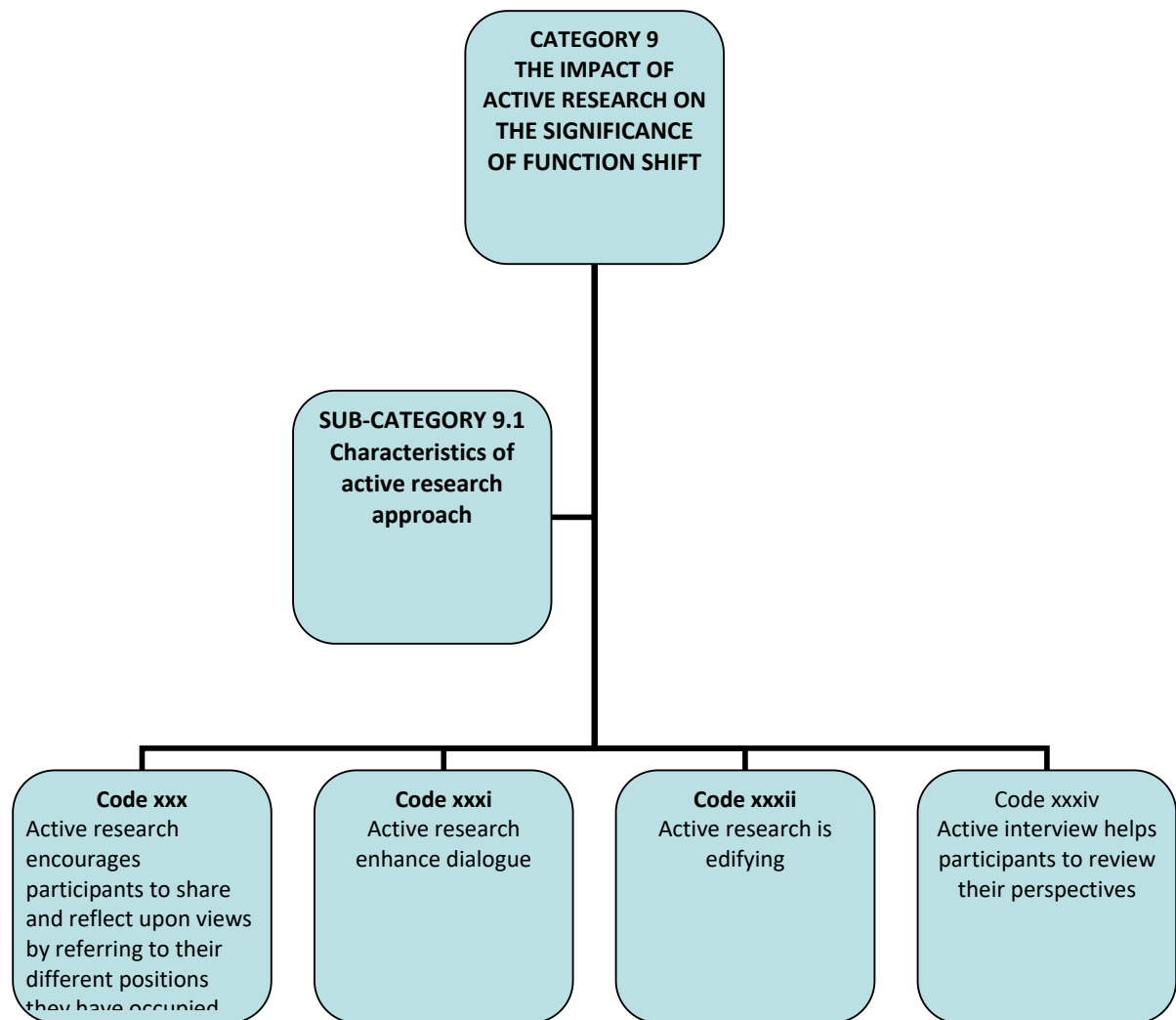


DIAGRAM 4.1: PICTORIAL PRESENTATION OF CODES, CATEGORIES AND THEMES

4.4. DISCUSSION AND INTERPRETATION OF THEMES AND CATEGORIES ARISING FROM THE ANALYSIS

4.4.1. THEME 1: FUNCTION SHIFT IS TANTAMOUNT TO CHANGE

Function Shift is characterised by changes (Crisp, 2007). In this instance changes that were taking place were the shifting of functions of ABET directorates and TVET colleges from the Provincial DBEs to the DHET. However, participants did not explicitly state that Function Shift was change; they only highlighted things that have changed since Function Shift was implemented. For example, when I asked RO3

about the challenges which they were experiencing due to Function Shift, he talked about changes in his position as an official, he said, *'Since the establishment of ABET/AET in our province I had been seconded as a DCES for ABET; now I have been demoted back to SES in the mainstream.* P1 and P2 noted transitional challenges as an indication that change was taking place. P1 said:

'Most lecturers are terminated due to the fact that they appear in different provinces where they are not known and therefore officials there submitted to head office for their terminations.' P2 said their transitional challenge was 'Unpaid lecturers due to migration – which is a systematic problem. It is happening every year when we renew the contracts but it is lessening.'

Only LECT2 and LECT3 mentioned the word 'change.' LECT2 felt change has not yet happened or it was not happening according to his expectation. When I asked him if he was still excited about Function Shift, he said:

'Currently there are no changes. We are still awaiting the fulfilment of the promises...But the recent road show seemed to pose some threat regarding the required number of students per CLC and the pending deployment of lecturers where the required number is not met.'

When I asked him if he thought that Function Shift was a solution to ABET challenges, he said, *'I am not sure because the process of transition is not over yet regarding the conditions of service.'* LECT3 could see that things were not the same any more. She said, *'we had big community projects which were halted when change started.'* RM3 also complained about the stoppage of projects.

The theme that discloses Function Shift as 'change' was inspired by emotional reactions that usually manifest whenever there is change. Category 1 elaborates on these emotions, thus 'Function Shift triggers emotions.' The first area of consideration when there is change is 'change management'; therefore, Category 2 surveys incidences that reveal how Function Shift, as change, was managed.

4.4.1.1. Category 1: Function Shift Triggers Emotions

The most visible exposé that Function Shift is 'Change' are the emotional reactions. Kavanagh et al. (2007:378) avow that emotions are instinctive or intuitive feelings rather than developing from reasoning or knowledge. My discussion with my participants shows that instantaneous reactions may be based on personal perceptions about the meaning and implications of Function Shift. As the implementation proceeded, they started to further analyse and react because of what was happening.

a. Sub-Category 1.1: Instantaneous Emotional Reactions

Participants' responses confirm the fact that instantaneous reactions may be based on personal feelings, thoughts and assumption without comprehensive facts about the particular event, process or incident. When I asked them about their immediate reactions when they heard about Function Shift, some were excited, some anxious, some had mixed feelings, and others were unconcerned. RM1 said, *'I felt that the function shift or the transfer of AET to DHET would increase focus and support to the programme because the programme was not one of the priorities of the provinces. Therefore, I was excited.'* P2 said, *'I was excited. As part of the research team I foresaw a highly transformed Adult Education.'* RO3 said, *'I was excited thinking that I would be appropriately appointed as a LA specialist because I had been just seconded for the past 18 years.'* P1 said, *'I was anxious since there was no one who seemed to understand what exactly is going to happen.'* LECT2 said, *'I was excited. I hoped that we are going to be permanently appointed with better salaries.'* LECT1, with mockery face, said, *'I was unconcerned due to the previous promises which were not fulfilled. I was neither excited nor anxious because I thought I will be gone when Function Shift is implemented.'* CM2 said, *'I was in the middle, not sure whether to be anxious or excited... All my colleagues with whom I discussed felt like me, they were not sure about the future. But the under-qualified lecturers were afraid.'* CM3 and LECTs 3 and 4 said that they were excited with anticipation of improved conditions of employment. ST3 and ST5 were excited with hope that their gardening project was going to be expanded.

b. Sub-Category 1.2: Subsequent Emotional Reactions

By the time I started to conduct this research (2015), there were already some developments that gave a clue to change subjects or beneficiaries about what Function Shift was all about. I wanted participants to compare their initial judgements, which were based on their individual assumptions with judgements that are based on further reflection in view of the implementation process. I asked those who were excited, anxious, unconcerned and with mixed feelings if they still had those feelings. I described the subsequent emotional reactions according to the prevalence of the initial judgement and the development of the new feeling. An example of the prevalence of initial feeling is seen in RM1 and P2. RM1 agreed that he was still excited because the sector has been elevated from a directorate to a branch with its own DDG and would be receiving the necessary support. He added:

‘The CET matters are addressed by the branch and the Director General without delay. For an example the sector will be holding its branch strategic coordination meeting in a week’s time to discuss challenges affecting implementation.’

P2, with a lively smile said, *‘Yes. I am still excited. I want to actively contribute in transition. That is why I refused to remain in the provincial Department of Basic Education’*. LECT1 was still pessimistic, she said, *‘we just hear that there are better prospects but I am not yet sure if these expectations will see fruition.’*

The development of the new feelings happens when the interpretation of the real situation contradicts the earlier judgement that was based on initial assumptions. CM3, LECTs 3 and 4 echoed their disappointment because their conditions of employment did not change. LECT2 still had hope but started to be doubtful. He said:

‘Currently there are no changes. We are still awaiting the fulfilment of the promises...but the recent road show seemed to pose some threat regarding the required number of students per CLC and the pending deployment of lecturers where the required number is not met.’

CM3 and his staff, during our focus group discussion (2017), were initially excited due to rumors of salary increment but were devastated when they received almost half of their usual salary.

4.4.1.2. Category 2: Change Management

Management of shifting functions from one department to the next, as explained by Crisp (2007:13) and Patterson (2014), requires the involvement of all role players. Participants' inputs expressed how planning and cascading took place in the management of Function Shift.

a. Sub-Category 2.1: Planning

Planning of Function Shift started with the research done by the TTCETC. I guided discussions with interviewees to explore the recommendations of TTCETC. To determine the dynamics of the erstwhile provincial setups by the TTCETC, I asked participants if they thought that data collected from Gauteng, KZN and Limpopo were sufficient to produce comprehensive findings that led to the current arrangement, RM1, RO3 and P1 replied in the negative but P2 and P3 agreed. RO1 said, *'No. the research team did not consider other factors such as the distances and only utilised and benchmarked everything with the Gauteng Province. Provinces such as mine are vast and they cannot be compared with Gauteng in terms of distances'*. P1 said, *'the model currently being used is the one used by Gauteng and it does not favor our Province.'* CM1 said, *'The structure seems to be conducive for urban areas only. One pay sheet roll per district is done for many centres that are far apart. The cost of distributing the pay-slips is financially inefficient.'* CM3 and his staff did not dispute the findings from the selected provinces; they disputed the fact that not all possible scenarios were considered, like the difference of payment systems in different provinces.

P2 and P3 did not have a problem with TTCETC's findings. P2 said, *'There were presentations while research was conducted. We knew about the pending migration. Consultation was sufficient'*; P3 said, *'The provinces are represented in terms of rural and urban areas'*. RM3, RO2 and RO1 analysed it from the perspective of the end

goal of Function Shift, which is to establish CET Colleges in each district municipality. They argued that it would be easy for the principal and his/her deputy principals to keep in touch with CMs of the CLCs within the district municipality. They agreed with the TTCETC.

Managers and proponents of change must mobilise for the acceptance of change by assuring the sustenance of potential beneficiaries' positions during and after the implementation of change (Patterson, 2014). I hold the view that Patterson's viewpoint may not be always possible because sometimes change does imply retrenchment of workers. Perhaps that was why some curriculum implementers were anxious. Nevertheless, their anxiety was not necessarily warranted.

I wanted to expose participants to the fact that people sometimes may react drastically on things that they have not thought deeply about or researched. I told them about the college structure of the TTCETC that did not include the position of curriculum implementers. I informed participants that the management structure of CETC comprises principals, deputy principals and CMs, and then asked if they thought that such a structure would give sufficient curriculum support. Some participants viewed this as the removal of curriculum support from CET. RO3 said, *'the principal and vice principals cannot visit all CLCs to support all lecturers in their different LAs, subjects and programs. The office of the LA specialist must be established.'* LECT1 said, *'The current CETC management structure, which does not have curriculum implementers, does not give sufficient curriculum support to me and my students. We will depend on the CMs who may not have specialty in all learning areas.'* LECT2 said, *'The removal of the position of CIs implies that there will be insufficient curriculum support. Maybe a structure is being formulated to replace this position.'*

The 'informed participants' believed that curriculum support will be maintained in CET. RM1 said, *'The fundamental role of the region is to provide curriculum, management, administrative and governance support to the college. The region also maintains assessment standards for the region and the college. They monitor compliance to the DHET policies.'* When I asked him if that role was being carried out, he said, *'we are still in transition, especially on appointing or placing regional*

officials for their specific roles.' P2 said, *'we have the draft structure. The statuesque remains. CIs continue to monitor centres for curriculum, not management. As they were not part of the AET centres' management, they are not part of college management.'* P3 said, *'I think that, just like in the mainstream, the curriculum support will be based in the regional office. I believe that, now that the principals have been appointed, consultation will be evident in the structure of CETU.'* However, P2 suggested that curriculum support should be managed at the college level. CM3 reported that curriculum implementers in their erstwhile provinces were retained in the GET; some willingly, some unwillingly. He said, *'one CI told me that the provincial government refused to release them with their posts because they belong to GET. But he indicated that he was willing to go with us to the DHET.'* After sharing with RO3, RO2 and RO1 about the possibility and advantages of working from the regional offices than from the CETC, as suggested by P2 and P3, they became hopeful that perhaps their jobs were not at risk.

In response to the question that enquired about what participants thought should be done in instances where they felt there was insufficient support, they continued to use the exclusion of curriculum implementers in the college structure as evidence that Function Shift was implemented prematurely. RM1 said that the mode and timing of the announcement of the Function Shift was correct. However, the actual transfer of functions was premature: the department was not ready to receive the officials and lecturers from the provinces. P3 said, *'the office of the learning area or subject specialist should not be abolished.'* CM1 said, *'somehow we need learning area or subject advisors for our lecturers...I think the office of Curriculum implementers should be sustained in the CET unit/programme.'* CM2 said, *'the absence of CIs means that we will depend on main stream CIs for moderations only.'* When I suggested to CM2 that curriculum support would be coming from regional office, he said, *'it does not matter where it will be coming from, as long as there would be curriculum support.'* LECT3 and LECT4 indicated that their former curriculum implementers helped them during their final moderation and it was clear that they were just helping because it was not as intensive as expected.

The difference in responses between the informed and uninformed participants shows how lack of information may lead to incorrect assumptions and decision-

making. This was confirmed by most participants when I asked them about the lack of information of people who decided to leave the system due to Function Shift.

The assertion of curriculum support from either the regional office or from within the college, raised an enquiry about the maximum utilisation of the regional office. I asked about the difference between the erstwhile Provincial AET management/directorate and the current Regional Continuing Education and Training unit in terms of structure/organogram. The informed group indicated that there is not much difference. P1 said:

'Currently there is still confusion since there is no approved structure for the regions. Instead, we do not know where the district officials belong. The erstwhile Provincial AET management was very clear in terms of the posts and the reporting lines including the districts. Currently there is no structure but we are told that the districts are part of the region while there is no clear structure.'

P2 said, *'We have the draft structure. The statuesque remains. CIs continue to monitor centres for curriculum, not management. As they were not part of the AET centres' management, they are not part of college management.'* P3 said:

'It does not differ much. The erstwhile Provincial ABET management had a Chief Education Specialist under whom there were Deputy Chief Education Specialist and Senior Education Specialist. CETU has the regional manager who, I think, presides over Curriculum specialists who must support the CETC. The regional CETU structure is not yet finalised but I understand it will comprise enough personnel to support the CETCs.'

CM1 echoed other participants' positions when he said, *'...not clear about the organogram beyond the regional manager.'* CM3 and his staff, during focus group discussion indicated that they were blank; actually they did not even know what Function Shift was all about and they were still using the ABET terminology.

I tested the functionality of the Regional office by asking if it was sufficiently utilised. P1 said, *'No. I do not think so because there are more officials at the region and districts compared to the College. These officials would have been sufficiently*

utilised at the college. More work is supposed to be done at the college while there is no enough staff.' When I reminded him that the envisioned end goal was that each regional office would be supervising more than one CET College, which would imply one College per municipal district, he said:

'You reminded me of very important information. Yes, I maintain that for now, the regional office is underutilised. Centre managers give me feedback with regard to curriculum support. I should be able to make follow-ups with respective regional officials but I cannot, because regional officials report to the regional manager. I think that for the regional office to effectively render us curriculum support I must have a very close cooperation with the regional manager.'

RM1, RM3, RO1, RO2 and P2 agreed that regional offices are currently not yet sufficiently utilised as anticipated but they are planned in a manner that would render satisfactory service to CET Colleges. RM3 said, *'The functioning of curriculum implementers means that the regional office is in full swing. However, for now, the principal seems to be working more than the regional director is. It is because systems that are changing are much concentrated at the college.'*

By synthesising the various perspectives above, it seems to me that planning in terms of the inclusion of curriculum support in the CET sector and the maximum utilisation of regional offices was progressing to some extent. However, certain ROs, CMs, lecturers and students' lack of information about the planning process made them think that nothing was happening.

b. Sub-Category 2.2: Consultation

The discussion on planning gave a clue that informed potential beneficiaries of change can react reasonably. This was confirmed by P1 when he said, *'Most people that I talked to had the same problem of not understanding what function shift is all about. Maybe those who were given proper information felt differently.'* P1 meant that only if one was properly informed could one feel differently. This sub-topic analyses the information dissemination process that took place in change management. It is generally agreed that consultation is not a one-way information distribution process. It is or should be a dialogical engagement where the recipients

are given an opportunity to ask clarity-seeking questions and make inputs (McIntyre-Mills, 2017). There can be an argument that in change management the management team must first draw a concrete plan that they will be able to present to the public with little room for change. Both approaches must include the possibility of determining if the field is ready for start.

Some participants responded negatively when I requested them to air their views regarding the mode and timing of the formal announcement of Function Shift, while others were partially positive.

CM1 said, '*the department was not yet ready to implement.*' CM2 said, '*the roadshow did not demand our inputs.*' P1 said:

'The mode was totally not good since the most affected people were not formally informed. The timing was also not correct and auditor general raised this indicating that AET was not yet ready to shift to DHET. Challenges that we experience now are a proof for not being ready.'

I asked a follow-up question by reminding him that he had mentioned earlier that the DHET director for labor communicated with them in 2013. In response, he said, '*The DHET Director for labor was just notifying us and wanted to find out if there were those who would like to remain in the DBE. He did not want our inputs.* When I asked him as to why did they not make inputs about Function Shift on the right platforms, he said,

'A person who represented our province in the task team was chosen on the basis of his seniority; he was more concerned about FET (TVET). AET officials were not part of the task team. We were still awaiting a report from the provincial representative when DHET official called us. We thought that we would make inputs based on the report from the provincial official. Maybe we were ignorant in terms of tracing the progress in the internet.'

When I asked him about the possible causes of this reluctance, he replied, '*perhaps it was our inability to access internet and lack of feedback from the provincial office.*'

P2 blamed the provincial departments of education for communication breakdown. She said, *'the government used media and circulars and roadshow to communicate Function Shift. The problem with Function Shift was caused by provinces that refused to disclose information. Time would never be suitable even if the actual transfer of functions was postponed.'*

P3 said:

'I am satisfied with the process of gazetting policies and conducting road shows. That was also done with Function Shift and CETC. However, I think some more strategies should have been applied to maximise people's involvement. As it is happening now CMs and Lecturers, and even regional officials are just waiting for instruction to implement, they do not know what will come next – they are just passengers.

RM1 said, *'The mode and timing of the announcement of the function shift was correct. However, the actual transfer of functions was premature in my view. I felt that the department was not ready to receive the officials and lecturers from the provinces.'* P3 said, *'Very limited scope of consultation and involvement of the beneficiaries of Function Shift might spoil the good intention.'* After talking to CM3 and his staff I concurred with P3 that his college was blank about Function Shift. Actually P3's college should have been informed because he was one of those who started the process.

Consultation, as a dialogical communication process should also establish if the field and the system are ready for implementation (Jackson, 2003). Most participants, while responding to different questions, explicitly and/or implicitly expressed that the system was not ready for implementation. LECT2, P1, P2 and P3 highlighted the challenges of non-payment of salaries, bonuses and erroneous termination of lecturers and CMs due to the system that was prematurely implemented. P1 made a reference to the auditor general's comment that AET was not yet ready for Function Shift. The fact that only RM1, P2 and P3 knew about the future of the regional officials signifies a challenge in information dissemination. P1 and CM1 concurred with each other that while funding to CLCs should be suspended but transportation

of lecturers and CMs and procurement of LTSM should continue posed a very serious challenge to teaching and learning.

I think that given the opportunity to make inputs, participants would have raised the need to have basic resources in place such as, space, furniture, funding and staffing before the shifting could start. P1 and P2 raised the issue of furniture and space, P1 said, *'The College offices are still not used since there is no furniture due to the long processes that need to unfold before one gets an item procured.'* P2 said, *'Capacity and facilities to run the college is still very skeletal, I am sharing the office with my secretary.'* P1 and CM2 highlighted a rapidly deteriorating standard of teaching due to the moratorium on the appointment of lecturers that was exacerbated by the resignation of great number of lecturers. I suppose that the moratorium on the appointments, just like suspension on funding of CLCs, was part of the streamlining of funds, which confirms that the system may not have been yet ready for change.

4.4.2. THEME 2: POSITIVE SIGNIFICANCE OF FUNCTION SHIFT

While acknowledging the concluding remarks of Theme 1, which suggests that Function Shift was implemented prematurely, I led the discussions with participants, which sought to discover the positive side of Function Shift. So that our findings would not be artificially orchestrated, I based the discussions on Crisp's (2007:13) assessment of the impact of Function Shift. The positive impact is when the main purpose of Function Shift is achieved (Crisp, 2007) which is to accelerate the administration and delivery of services (Government Gazette no.3792).

The discussions somehow sought to establish how implementation could start before the planning was completed, as portrayed by Geels and Schot (2010). On this point, I am of the view that a genuine conclusion must be founded on genuine research and argument regarding processes of implementation. Therefore, theme 2 was elaborated under two categories: Function Shift is a trial and error implementation process, and Function Shift is a developmental strategy of NDP.

4.4.2.1. Category 3: Function Shift Is a Trial and Error Implementation Process

Geels and Schot (2010:24) advocate that transition can take place through the interactions between processes at different levels. They refer to such transitional processes as involving multi-level perspectives (MLP). They say that the MLP deviates from the life-cycle approach, which assumes that transition follows a simple S-curve with predictable phases. (See Chapter 2, Section 2.6.2, where I linked this also to a 'trial and error approach' that makes provision for different levels complementing each other in processes of change.) From the analysis of the interviews with some principals, and a regional manager, I would suggest that their understanding of shifting AET and TVET colleges from Provincial DBEs to DHET was in accordance with Geels and Schot's type of approach. (One principal also cited the director general as referring to fixing the airplane while flying – as discussed in Chapter 5.)

a. Sub-Category 3.1: Gradual Restructuring of the Sector

The chronology of Function Shift enlightens us that practical implementation of Function Shift enabled planners and implementers to evaluate progress regularly, which, so far, resulted in the perfect restructuring and establishment of Adult and Community Education as a branch. Frahm and Brown (2007:380) cite Larkin and Larkin who assert that the argument that there are two stages of organisational change, planning and implementation, is a myth. It is more likely that when changes are complex, the plan evolves along with the implementation. P2 alluded to the fact that continuous postponement of implementation would not have reached a perfect point especially in the light of some uncooperative provinces. She said, *'The government used media and seculars and roadshow to communicate function shift. The problem with function shift was caused by provinces that refused to disclose information. Time would never be suitable even if the actual transfer of functions was postponed.'*

P2 and RM1 agreed that the establishment of a CET branch is an elevation of the status of Adult and Community Education and it promotes increased focus and direct support. When I asked them if they thought Function Shift was a solution to AET

challenges, P2 said, *'Yes. The highest post in former AET was a director, the CETC is programme six – it is a branch with its own DDG. We can motivate and access funding directly from the DDG.'* RM1 said:

'Yes. The sector is now elevated from a directorate to a branch with its own DDG and is receiving the necessary support. The branch and the Director General address the CET matters immediately. For an example the sector will be holding its branch strategic coordination meeting in a week's time to discuss challenges affecting implementation.'

Appointment of acting principals and interim College councils was one of the indications that transition was taking place very cautiously. P3 thought that acting principals and college councils were appointed to enhance consultation. He said, *'I think that, just like in the mainstream, the curriculum support will be based in the regional office. I believe that, now that the principals have been appointed, consultation will be evident in the structure of CETU.'* P1 pointed out that the acting principals spent most of their time identifying and addressing transitional challenges. He said, *'Only the acting principals were appointed without any assistance or a secretary but yet everything needed from the College was expected from the principal.'*

CET colleges were legally gazetted by the minister (South Africa: 2015). CETA 16/2006 alone would not be sufficient to establish a fully-fledged CET college. P2, in response to the question if CETC policy provided a solution to the problem of insufficient curriculum support, said, *'Not necessarily but additional policies to support the CETC e.g. Monitoring and support, staffing norms, time tabling, closing and merging of centres etc. are still in draft status.'* She expressed that the process of public policy generation equally exposes managers and their staff to reality and helps them to reach agreements about the outcomes of transition. She also said:

'A condition of employment for lecturers and CMs is one of the challenges that are intended to be addressed by the CETC policy. There is second draft of staffing norms which has been published for inputs. This draft indicates that some of the lecturers and CMs may be employed permanently.'

This sub-category highlights the reason why the process of Function Shift takes time. Barnes (2018) deliberates that the shifting of functions from South African Social and Security Agency (SASSA) to Post Office South Africa (POSA) is not a switch-off – switch-on event, but a gradual process of phasing in new systems gradually to replace the old systems.

b. Sub-Category 3.2: Advantages of Gradual Restructuring the Sector

In his agreement with other participants that Function Shift was prematurely implemented, CM1 suspected Function Shift was a trial and error implementation process. When I asked him he felt about a trial and error implementation process, he said, *'Trial and error implementation is good if done in a small scale, gradually growing to minimise massive wasteful expenses if the project fails.'* RO3, CM1 and P1 suggested that this approach can also be used when we want to build CETC to the level of the US model which includes university and TVET college degrees and diplomas. In his proposal for the mitigation of AET challenges of low enrolment, low pass rate and high attrition rate, LECT2 suggested a cost effective trial and error approach that included cooperation amongst stakeholders, improvement of CMs and lecturers' conditions of employment and utilisation of empty school buildings.

Participants revealed that during the gradual restructuring of the sector, all stakeholders acquire new knowledge and skills of change management and of the sector. When I asked participants about their mitigation strategies on challenges of transition, P1 said, *'I had to consult head office officials whenever we meet. In some instances, I was assisted but in some, I had to consult further. The most challenging factor is that most head office officials are familiar with TVET matters and less with CET.'* P2 said, *I capacitated centre managers with information and the process of Function Shift and requested them to play a positive role in this migration. There is regular communication. Instead of delegating CIs I have standing schedule of meetings with CMs.* Regarding the capacitation of lecturers, LECT1 and ST2 agreed that the government must make it a priority to upgrade lecturers and CMs' qualifications, skills and knowledge that are congruent to the envisaged programs.

Another advantage and requirement of gradual restructuring of the sector is that all stakeholders, especially managers on the ground must be actively involved. After CM1 suggested that Function Shift is a trial and error implementation process, I asked him how he felt about simultaneous planning and implementation. He said, *'It is not fine. As a centre manager, I am not able to plan. I await the regional office to tell me about new developments (changes) that need to be implemented immediately.'* I asked a follow-up question and asked him if he did not think that drawing a big plan that will take many years may eventually not be implemented, he said, *'I agree that we must implement by stages, but we must make sure that we do not waste money.'* I asked him if that was not what was happening with Function Shift?' He said, *'I think that is what is happening; the problem is that we just get instructions to implement as a matter of urgency, we are not part of planning so that we can know in advance.'*

LECT1 raised a very important point regarding the continuation of teaching and learning during transition. Lecturers and CMs had to sacrifice their money to keep centres running after the freezing of CGBs accounts. After he complained about the freezing of CGB accounts, I informed him that the stoppage of funding is due to the repealing of AET Act, thereby disbanding the CGBs, closing their accounts and establishing a College council through the CET Act 16/2006. I then asked him if he realised that it was necessary for the monies to be stopped until the CET has a proper finance management. He replied, *'At least a temporary arrangement (for funding) should have been made to ensure that teaching and learning continues. Actually if lecturers did not compromise their family finances, AET and ultimately Function Shift project would have failed.'* LECT3, during the focus group discussion, with a sigh of great disappointment, raised a very significant observation which may have contributed to the negative reception of Function Shift in their centre. She stated, *'We had big community projects which were halted when change started'*. She implied that ways and means should have been found of sustaining these projects while Functions shifted. This was affirmed by HO2 in Chapter 5 during the evaluation of the findings, when he said, *'Teaching and learning needs to go on while Function Shift proceeds.'*

In response to the question about what he liked most during transition, CM2 said, *'The acting principal keep us actively involved in the FS process. E.g. she calls us to identify goods and services that need to be procured for our centres.'* As an input to my research he said, *'It seems as if we CMs and lecturers are just passengers. I think we must be actively engaged, not just updated.'* P2 said that one of the solutions towards the problem of low enrolment, learner retention and pass rate is to involve lecturers in the management of CLCs.

4.4.2.2. Category 4: Function Shift as an Enabler of NDP's Developmental Strategies

The attainment of the developmental strategies of NDP will be a positive contribution of DHET, in particular the CET sector, towards the eradication of poverty in South Africa (McKay, 2012). Function Shift, as was deliberated upon by participants, exhibited gestures that are associated with NDP's developmental strategies: increase access and greater quantity; improved quality and relevance; diversification and integration; and mobility and innovation in Higher Education.

a. Sub-Category 4.1: Acceleration of Administration and Delivery of Services

i. Establishment of CET Colleges

Before Function Shift, AET sector and TVET colleges were managed by the provincial DBE. The White Paper on Post School Education (South Africa, 2013) articulates many challenges with regard to provisioning of AET at provincial level: insufficient resources, inadequate staffing, weak infrastructure and poor articulation. RM1, P2 and P3 concurred that the establishment of CET Colleges elevated adult education to a position that would accelerate administration and delivery of services. When they were asked about their feeling towards Function Shift, RM1 said, *'I felt that Function Shift or the transfer of AET to DHET would increase focus and support to the programme because the programme was not one of the priorities of the provinces. Therefore, I was excited.'* P2 said, *'As part of the research team I foresaw a highly transformed Adult Education.'*

ii. Roles of Principal and Regional Manager

As expressed by many systems thinkers (as outlined in Chapter 2, Section 2.4.3.10) delegation and sharing of duties is one of the important aspects that ensures acceleration of administration and delivery of services, and avoids unnecessary duplication and/or omission of duties. This is why it is important that responsibilities are well spelled out (see also <http://www.sundaymail.co.zw/business-forum-when-duties-are-duplicated/>). RM1 and P1 agreed that in order to address challenges of transition, the roles of the principal and regional manager should be clearly distinguished. P3 and P2 assumed that regional offices would be supporting CET Colleges as erstwhile district offices were supporting AET centres.

b. Sub-Category 4.2: Improvement of Quality and Relevance, Diversification and Integration; Mobility and Innovation Through Function Shift

The principles underpinning the establishment of CET Colleges, as reflected in the National policy on CET colleges (DHET: 2015) included:

- Expansion of access to education and training to all youth and adults, especially those who have limited opportunities for structured learning, including learners with disabilities;
- Diversification and transformation of institutions that promote the goals and Provision of good quality formal and non-formal education and training programs; and
- Provision of vocational training that prepares people for participation in both the formal and informal economy.

i. Relevant curriculum produces relevant economic workforces

Though not yet certain about the final structure of the envisaged CET College, participants on the whole showed positive aspirations about the type of citizens they want to mold in their colleges. They based their aspirations on the curriculum and skills programs that are reflected in the CET Act 16/2006 and National policy on CET College (DHET: 2015).

When I posed a question that requested them to describe the type of citizens they aspire to produce when their students graduate from their colleges, RM1 said, *'Entrepreneurial, skilled and creative citizens.'* P1 answered in more detail as follows:

'We aspire to produce literate citizens who can be able to be absorbed in the labor market. We want citizens who can be able to create jobs themselves in terms of self-employment and also those who can be able to be appointed elsewhere as they will be qualified in some skills. Our province is currently faced with a lot of unemployment and some need a second chance to acquire matric certificates. We want to produce literate citizens who can have a choice of continuing to study at the CETC or TVET or Universities after passing their matric at the CETC.'

P2 said, *'Independent thinkers, self-sufficient entrepreneurs, lifelong learner'*; P3 said, *'A community oriented, self-sufficient and entrepreneurial minded citizen'*; CM1 said, *'I want to produce a well-mannered and responsible person who will further his/her studies and a successful citizen.'* CM2 said, *'Self-sufficient, resourceful and skilled citizen'*; and LECT1 said, *'a visionary, independent and responsible citizen.'*

I asked follow-up questions as to whether their colleges are well resourced to produce their aspired graduates or not. P1 noted this question as the measuring rod of the success or failure of Function Shift, especially with the functionality of college councils. RM1 said, *'There are farmers around us who can be utilised for experiential learning. We need to establish a healthy relationship with farm owners'* P2 said, *'Not yet. We have identified empty schools that will enable full time contact sessions.'* CM2 said, *'The missioned fully operational CETC can create that environment. But for now that aspiration cannot be achieved.'* ST1 said:

'I want to be able to read and write English, mathematics and pass level 4. I want to be employable or start my own business... The envisaged programs, i.e. Matric for adults and skills training, will enable the accomplishment of my aspiration... we need to increase contact time, at least from 10h00 to 17h00'.

ST2 said, *'I want to pass my ABET level 4; go to TVET college from where I will go to University'*. I reminded her that she had just said that NASCA was equivalent to

matric, and asked her why she wanted to go to TVET College. She answered, *'Actually, that is how I had planned my future before the new CET system. It will depend on the quality of lecturers for me to continue in the CET College or go to TVET College.* ST2 was more concerned about the upgrading of lecturers to be qualified to teach NQF level 4. She said that the effect of change in CET College depended on the qualification of lecturers. When I asked her if she meant that the current lecturers were qualified she said, *'they are qualified for ABET certificate but not to teach NASCA which is equivalent to Grade 12.'*

My discussion with ST2 revitalised her confidence. After telling her that the shortage of LTSM was a temporary issue due to transition of funds from CGBs to College council, she said, *'Thank you for the positive comment regarding the supply of LTSM. I thought that the Function Shift is starting with failure.'* On assessment of the interview, before we concluded the interview session, she said with a smiling face, *'This interview gave answers on issues that I was afraid to raise to management. It built my confidence on Function Shift and that my future is safe with the CETC'.*

ii. Involvement of stakeholders

One of the desirables of CET Act 16/2006 (South Africa, 2015) is to pursue excellence, and promote the full realisation of the potential of every student and member of staff, tolerance of ideas and appreciation of diversity. Participants demonstrated the importance of involvement of different stakeholders in the implementation of Function Shift. When asked if he was still anxious about Function Shift, CM2 pointed out the importance of the involvement of his labor union. He said, *'I am excited by the prospects of the National policy on CETC. I am not hundred percent sure of my job security but I believe that my Union will fight for me.* In her comment about the mode that was used and timing to formally announce the commencement of Function Shift, P2 pointed out that one of the possible impediments for progress in the implementation of Function Shift was lack of cooperation by some stakeholders. She said, *'The government used media and seculars and roadshow to communicate function shift. The problem with function shift was caused by provinces which refused to disclose information.'* CM1 reiterated the involvement and sacrifices of lecturers in the implementation of Function Shift

when he was asked about his mitigation strategies to address challenges of transition, especially on freezing of funds and posts. He said, *'Staffing – I negotiate with lecturers to carry the burden of understaffing. Procurement – I used my money to buy data bundles for the survival of the centre.'* Involvement of stakeholders was one of the proposals when P2 and LECT2 were asked about suggestions for the attainment of Function Shift. P2 said, *'Use all means of advocacy that we can access like media, radio, churches, community gatherings and technology. Recreation and community engagement like fun run'*; LECT2 said, *'Improvement of conditions of service, cooperation amongst all stakeholders and the utilisation of empty school buildings.'*

iii. Competent and reputable College Council

As an institution within the post school education and training system, the college council that was constituted in terms of section 9 and 10 of CET Act 16/2006 governs the CET College. After he told me that the government does not fund the envisaged new programs; the council is expected to raise such funds, I asked him, how are college councils going to raise these funds? P1 said, *'That is when the success of function shift will be proven. My college council members are well-established academic, business and communal team members. I believe they will succeed, but government funding must play a bigger role.'* He expressed confidence in his college council that comprised diverse membership. In response to the question that I asked about what the college council might do to raise of funds, RM1 said, *'The college and the council is regarded as a legal person and is empowered by the CET act 16/2006 as amended to enter into any partnership on behalf of the college. The region plays a supporting role in this regard.'* Actually, CM3's adult centre was erroneously overlooked; it reflected the type of the CLCs that are envisaged by CET Act 16/2006. When I asked, during the focus group discussion, if they had stakeholder relations, CM3 responded:

'Yes, most of our learners are working in the tourism and hospitality sector in the neighboring national park. Their employers encourage them to study and get their level 4 for promotional purposes; others are taken to technical colleges by their bosses after completing level four. Therefore, these employers support us when we

have functions especially end of the year celebration. When they look for workers they start at our centre.'

4.4.3. THEME 3: WEAKNESS OF FUNCTION SHIFT

My deliberations with my participants exposed that, however gradual the intention and processes of Function Shift may appear, it may have some weaknesses. These delicacies are classified below under knowledge management and disconfirmed expectancy.

4.4.3.1. Category 5: Violation of Knowledge Management

My discussions with my participants traced the chronological developments of Function Shift against the stages of the process as outlined by Patterson (2014), Bhatt and Yayha (2001) and Keat-Goh's (2002) descriptions of knowledge management to which I referred in Section 2.7.2 in Chapter 2.

a. Sub-Category 5.1: Knowledge Generation

i. Involvement of all stakeholders in Knowledge Generation

The developments that preceded the implementation of Function-Shift, from the announcement by the President up to the report of the TTCETC, suggest that sufficient efforts were taken to generate knowledge on Function Shift. However, participants stated that stakeholders at lower levels were not included in knowledge generation. When asked about their involvement in the generation of knowledge for Function-Shift, only RM1, P2 and P3 reported they were actively involved due to their positions in their former provinces. The rest said they were not involved; they only heard about Function-Shift when it was announced during the 2014 road-show. P3 said, *'I heard about function-shift as early as 2010 because I was part of management that was involved in the planning.'* CM3 said, *'we heard about function-shift from DHET official during 2014 road-show.'*

When asked about what they did to be abreast with DHET official's announcement, all participants except P1 said, they did nothing but waited for the department to inform them about the latest development. P1 stated:

'I was constantly googling the information from the internet since there was no correspondence coming our way. That is how I realised that even the auditor general is advising the department not to shift AET. I noted the ignorance that prevailed amongst participants.'

CM1 said, *'It was not easy to access information. We only received information from the CIs for systems management and support.'* LECT1 said, *'I was reluctant to look for more information because I had told myself that I will be gone by now.'* LECT2 said, *'I did not try to get the information on my own because we were getting the information from the CM.'*

I raised my suspicion that curriculum specialists seem to have been overlooked in the knowledge generation of Function Shift and asked participants if they agreed or disagreed with me. All participants concurred and suggested that curriculum specialists would have proposed the inclusion of curriculum support under the college management. P1 said:

'They would have contributed in the development of the College structure in terms of the posts to be at the colleges. Currently the interim structure has only the Principal and the deputy principal for academic affairs who are supposed to assist in curriculum matters and that is not enough. The structure does not have learning area specialist who are said, to currently belong to the Region but the college has to train lecturers in curriculum matters.'

CM1 said, *'I think they would have made inputs that would guarantee their job security and curriculum support.'* CM2 said, *'they would have suggested the inclusion of curriculum support.'* I suppose that their fear would have been quelled by hearing that their offices are in the regional office as they were in the district offices while they were under provincial administration.

ii. Pre-conceived perceptions about Function Shift

Participants reacted with anxiety, excitement and mixed feelings towards Function Shift due to their own perceptions about the process, some of which were based on misconceptions. RO3 thought that Function Shift would affect DBE departments. He said, *'I was excited thinking that I would be appropriately appointed as a LA specialist because I had been just seconded for the past 18 years.'* All lecturers were excited, thinking that Function Shift would immediately improve conditions of employment for all of them. LECT2 said, *'all lecturers were excited with positive expectations. They thought that their conditions of employment would improve.'*

When I asked them why other people were anxious, RM1 said, *'They were afraid of the unknown because they did not know what the future holds for them. Some thought they would lose their jobs/positions and some thought they would be transferred from the province to the DHET in Pretoria.'* P1 said, *'Most people that I talked to had the same problem of not understanding what function shift is all about. Maybe those who were given proper information felt differently.'*

These perceptions signify that while the correct knowledge about Function Shift was being generated at some levels, the excluded ones formulated their own (ill-conceived) knowledge, based on what they considered to be promises made within a time scale. LECT5, during a focus group session expressed with great regret, *'It was almost half of what we used to get. The most painful thing was that we were promised an increase; instead of the increase we received half of the usual salary.'*

b. Sub-Category 5.2: Knowledge Dissemination and Implementation

The diary of activities of Function Shift suggests that knowledge dissemination and implementation preceded knowledge streamlining and capturing. Participants' comments imply that Function Shift was implemented hastily. Hasty implementation usually overlooks valuable information which leads to disseminating inadequate information.

i. Hasty implementation

When asked about their judgement on the mode and timing of Function Shift's announcement, P1 and CM1 and P3 attributed challenges of transition to hasty shifting. CM1 said:

'The department was not yet ready to implement. It seems as if it is trial-and-error operation'... Suspension of funding due to replacement of CGBs by College council which was not yet capacitated to manage funds. Funds are monitored by TVET Colleges. Procurement of goods and transportation of staff to meetings and workshops is not done. There is a moratorium on employment of lecturers.'

P1 said:

'The mode was totally not good since the most affected people were not formally informed. The timing was also not correct and this was also raised by auditor general indicating that AET was not yet ready to shift to DHET. Challenges that we experience now are a proof for not being ready'... 'The College is allocated a budget but the budget is still with DHET due to lack of systems. This makes it very difficult for the College to function since one has to approach head office if you want to procure anything including urgent matters. The College offices are still not used since there is no furniture due to the long processes that need to unfold before one gets an item procured.'

P3 expressed:

'I was thrilled by the objectives of the White Paper that could be achieved through the CETC.'... [Now] 'I am disappointed. Structures are being put in place for implementation but planning, time, resources and consultation was not sufficient. Many people are left out.'

ii. Dissemination of inadequate knowledge

Vague knowledge dissemination is also implicitly implicated as one of the sources of different reactions towards/against Function Shift. P1 attributed his anxiety on vague information that he received from proponents of Function Shift. He said, '*I was anxious since there was no one who seemed to understand what exactly is going to*

happen. People who were supposed to explain to us were also not having enough convincing information.' In response to the enquiry about the exodus of Curriculum Implementers due to Function Shift, CM2 and P1 blamed inadequate answers to their concerns. CM2 said, *'The roadshow did not demand our inputs'...* *'Many CIs in our region migrated to the main stream. It seems as if the DHET national officials did not give them tangible answers regarding their future.'* P1 stated that *'I can't really say it was an uninformed decision since we did not have adequate information. That decision was taken based on the fear that we might lose all our savings and benefits.'*

P2 gave the impression that some colleagues supplied wrong information about Function Shift. She said:

'As I said, earlier that I was actively involved in discussions with TTCETC, I made sure that my CMs were abreast with the latest developments and did not make promises based on my imagination. Some of our colleges are now struggling to undo the high expectations that had been erroneously made on CMs and lecturers.'

CM3 said:

'I was excited. I thought that the conditions of employment would improve. The presenter was talking positive things with promises of brighter future ... I am disappointed. Instead of the salary increment, our salaries have been cut by more than 50%. One lecturer was deceased due to stress caused by Function-Shift.'

c. Sub-Category 5.3: Knowledge Streamlining and Capturing

The chronology of Function Shift suggests that policies were implemented without intense discussion with CMs and lecturers. Other policy documents were not yet available for discussion. The discussions of these policies reveal important implications to the functionality of CET Colleges, which become less attractive to doubtful CMs and lecturers.

- i. Detailed explication of CET Act 16/2006 and other supporting policy documents

In response to question that wanted them to indicate their regional challenges that Function Shift overlooked, RM1 and P1 pointed out, amongst others, non-funding of skills programs. RM1 listed *'poor attendance, lack of access to skills training, lack of funding for NQF LEVEL 4 programs. And migration of lecturers from CET to other sectors due to unsatisfactory conditions of services for lecturers.'* When I asked him if his college was providing an environment of producing his aspired type of graduate he said, *'No. The current funding model for colleges does not make provision for skills training. College councils are expected to establish partnerships with business and other sectors to fund skills training.'* P1 said, *'There must be funds made available by the department for youth development. Funds available are only meant for teaching and learning for academic activities.'* He continued *'Youth is interested in skills development programs which are not offered in our centres. Our centres offer formal qualifications which are not sufficient for NEETs.'*

Most participants hoped that skills programs that are mentioned in CET Act 16/2006 and National Policy on CET Colleges would increase enrolment, student retention rate and high pass rate. The message that the Government is not funding it may be a weakness. For example, in response to the question that wanted her say if Function Shift was a solution to AET challenges, CM2 said, *'Yes. Should the promised skills programs be introduced in our centres we will have more students and they will pass if the curriculum support is considered.'* CM1 said, *'Yes. Introduction of Skills which will benefit the youth which guarantee employment, address the problem of low enrolment.'* LECT2 said, *'I am not sure because the process of transition is not over yet regarding the conditions of service. But the expansion of programs to be offered has a potential of more statistics and students' retention.'* ST1 said, *'should those programs be introduced, there will be a high number of enrolments.'* ST2 said, *'the introduction of new programs and recruitment of youth will increase the statistics and reduce drop-out rate.'*

Another explanation that was released later, three years after the establishment of CET Colleges, was the draft policy on staffing norms. Acting principals conducted

consultative meetings with CMs and lecturers and also delegated some officials where they could not go due to work load and time constraints. I suppose that some delegates did not satisfactorily address unfounded excitements and fears due to their uncertainty about the contents of the final document that would follow later. Participants reported that the document left CMs and lecturers more confused.

LECT2 said:

'I was very excited. I expected improved conditions of services, permanent employment, bonuses, sufficient medical cover etc.'... 'Currently there are no changes. We are still awaiting the fulfilment of the promises... the recent road show seemed to pose some threat regarding the required number of students per CLC and the pending deployment of lecturers where the required number is not met.'

LECT1 pointed out, *'the number of students that are required to form a CLC (201-350) and unclear calculation of salary is a threat.'* CM1 lamented that information about staffing norms should have been supplied just before migration. He said, *'The initial road-show should have started during finalisation of the plan to inform the affected Officials, lecturers and students about the pending change and request people's inputs.'*

ii. Disheartening lack of clarity

My discussion with participants about CET Act 16/2006, the National policy on CETC, supporting draft documents and inputs from informed participants clarified some components of Function Shift that may be demoralising.

All participants applauded the introduction of skills programs. P1, P2 and RM1 clarified that the government would only fund academic activities. It means that the College council must raise funds to introduce and sustain skills programs. The fact that the government will not be directly funding the skills programs may render the policy difficult to implement. When I enquired if the College councils would be able to raise such funds, both P1 and RM1 guaranteed the envisaged success of the college council.

P1 described members of his college council as competent. He said, *'That is when the success of function shift will be proven. My college council members are well established academic, business and communal team members. I believe they will succeed, but government funding must play a bigger role.'* RM1 only described the function of the college council when he said, *'The college and the council is regarded as a legal person and is empowered by the CET act 16/2006 as amended to enter into any partnership on behalf of the college. The region plays a supporting role in this regard.'*

Another issue that evokes apprehension in adult education, which seems to be prevailing even in CET Colleges, is the job insecurity and the repellent conditions of employment for CMs and lecturers. When I enquired about AET challenges that participants expected to be addressed by Function Shift, they all included, amongst others, job insecurity and repellent conditions of employment for CMs and lecturers. P1 said:

'Conditions of employment for our lecturers and centre managers are not satisfactory. With regard to lecturers it is extremely disappointing as they still earn what they were earning before function shift. Most have submitted their upgraded qualifications as far back as 2015 but to date they have not been remunerated or salary adjusted.'

RO3 thinks that the continued exodus of qualified lecturers may reduce the success of Function Shift. When I asked him if he thought that Function Shift was a solution to AET challenges, he said, *'the provision of sufficient contact time and diverse learning programs can partly be a solution which may be deterred by lack of curriculum support and emigration of qualified lecturers.'* P3 said, *'Lecturers' emigration to main stream schools exacerbates learners' high dropout rate.'* My concurrence with RO3 and P3 is that the absence of qualified lecturers implies that CET colleges will be manned by under/unqualified lecturers, which was an AET challenge in some former provincial administrations. I also think that it may be more expensive to upgrade a large number of newly appointed under/unqualified lecturers than to sustain the qualified ones who are still within the CET College system.

Transitional arrangements as short-term goal should not contradict the long-term goal (Holbeche, 2006). P1, P2 and P3 are of the same opinion that the moratorium on appointment of lecturers may be detrimental to the quality of the end product, which is the CET College. When I asked him if his college provides the environment that supports the accomplishment of his aspired graduate, P1 said:

'Currently the college or the region does not provide such a support since there are no funds to do that as of now. Currently there are more students in the districts who want to be given second chance to get matric certificates but due to lack of funds to appoint lecturers for them, the college is unable to assist them.'

P3 identified moratorium of posts as a serious transitional challenge. He said, *'Moratorium on the appointment of the departing CMs and lecturers put more work load on the remaining ones. Learner drop-out rate has increased due to insufficient/no support from lecturers.'*

That is why P2 negotiated with head office to exempt her college from the moratorium of posts. She said, *'I negotiated with head office to exempt me from moratorium on posts because a large number of CMs and lecturers are leaving CETC to DBE for greener pastures.'* P2 seems to have managed to activate Perriton's suggestion (2014) to negotiate a 'critical warrant' in her relations with head office as a way of ensuring that decisions were not made above her (and her staff's) head, to the detriment of adult education needs in the country. She thus managed to make an input in the transitional arrangements, drawing on the lack of clarity which she detected.

4.4.3.2. Category 6: Impending Disconfirmed Expectancy

Conway, Guest and Tremberth (2011) refer to disconfirmed expectancy in the workplace as psychological contract breach. They cite Rousseau (Conway et al. 2011: 268) who avows that the defining feature of psychological contract breach is that once a promise is broken, it cannot be easily repaired. I believe that trust between employers and employees can be regained if and when the offender shows remorse and willingness to repair the damage. The important point on which I

support Conway et al. (2011) is that employers must try by all means not to make promises that they will not be able to fulfill.

My interaction with participants showed that many understood Function Shift as a promise for the improvement of employees' lives. That is why most of them were excited. They expressed their hope in different ways; in some statements, they explicitly indicated that they were promised while in other statements they expressed their positive expectations. When I asked LECT2 if he was still excited with Function Shift, he said, *'Currently there are no changes. We are still awaiting the fulfilment of the promises.'* In another statement he said, *'All lecturers were excited with positive expectations. They thought that their conditions of employment would improve.'* CM1 stated, *'anxiety has changed to excitement. We are told that jobs are secured and salaries are going to be standardised'*; he later said, *'they had positive expectations. They thought that they are going to be permanently employed with better salaries.'* LECT1 said that she was waiting to see if promises would be reflected on the contract that she would sign in November to determine her stay in the CET College. My assumption is that both explicit and implicit messages have a psychological effect on the recipient. That is why I clustered it as a Hope-rousing message as one sub-category. Hope-rousing messages, when not carefully communicated and supported, can create threats to the mission.

a. Sub-Category 6.1: Hope Rousing Messages

All participants felt that at last, Adult Education has undergone real transformation not by just changing a name but by also expanding the curriculum to vocational and skills programs. CM1, CM2, LECT1, LECT2, ST1 and ST2 agreed that the introduction of skills programs is a solution to AET challenges. ST2 said, *'Introduction of new programs and recruitment of youth will increase the statistics and reduce drop-out rate.'* CM1 said, *'Introduction of Skills, which will benefit the youth, which guarantee employment, address the problem of low enrolment.'*

The establishment of the CET branch that was preceded by the enactment of CET Act 16/2006, gazetting of CET Colleges, Appointment of Acting Principals and college council members was significant in that transition has reached a point of no

return. P2 and RM1 agree that the establishment of CET branch is an elevation of the status of Adult and Community Education, increased focus and direct support. In response to the question that wanted them to air their views if Function Shift was a solution to AET challenges, P2 said, 'Yes. *The highest post in former AET was a director, the CETC is programme 6 – it is a branch with its own DDG. We can motivate and access funding directly from the DDG; yes, it is a solution to AET challenges.*' RM1 said, 'Yes. *The sector is now elevated from a directorate to a branch with its own DDG and is receiving the necessary support. The CET matters are addressed by the branch and the Director General without delay. For an example the sector will be its branch strategic coordination meeting in a week's time to discuss challenges affecting implementation.*'

b. Sub-Category 6.2: Threats

My engagement with participants identified issues that seemed to pose threats against the achievement of the envisaged CET sector. These threatening issues against the achievement of CETC are related to funding. Aitchison and Alidou (2009:241) point out that despite a call for more funding to adult education by UNESCO in the 2000 Dakar Framework for Action, funding for adult education has remained the last resort. They attribute the underfunding of adult education to free primary school education and corruption. South Africa has, in 2017, escalated free education to tertiary level (<https://www.enca.com/south-africa/what-does-governments-free-higher-education-mean>). The envisaged expansion of the curriculum to vocational and skills programs needs funding.

P1, CM2, RM1 and LECT2 identified the statement that says 'the Government funds only academic activities' as a threat to the thriving of CET College. When I asked them about their regional challenges that have been overlooked by Function Shift, RM1 and P1 agreed that it was the funding for skills programs. RM1 said, '*Lack of access to skills training, lack of funding for NQF LEVEL 4 programs and migration of lecturers from CET to other sectors...*' P1 said, 'Funds available are only meant for teaching and learning for academic activities. *Youth is interested in skills development programs that are not offered in our centres. Our centres offer formal qualifications which are not sufficient for NEETs.*' When I asked CM2 about the

solution to the above challenge he said, *'Resourcing of CET colleges and the involvement of Curriculum implementers will foster the implementation of the national policy on CET.'* I asked LECT2 if his college environment enhances the accomplishment of his aspired type of graduates, he said, *'There are no facilities and the learning that is offered does not address students' needs.'*

Confusion, disorder and incapacity generated doubts to the potential beneficiaries and onlookers and created an impression that the system was not ready when transition was carried out. When I asked P2 and P1 about the challenges of transition, they talked about lecturers who did not receive their salaries, others did not receive their pay-slips and others were terminated because they were captured in the wrong provinces.

In response to the timing and mode of formally introducing and implementing Function Shift, P1 said,

'The mode was totally not good since the most affected people were not formally informed. The timing was also not correct and this was also raised by auditor general indicating that AET was not yet ready to shift to DHET. Challenges that we experience now are a proof for not being ready.'

RM1 said, *'The mode and timing of the announcement of the function shift was correct. However, the actual transfer of functions was premature in my view. I felt that the department was not ready to receive the officials and lecturers from the provinces.'*

In suggesting a way-forward P1 and P2 agree that new programs need additional government funding for new lecturers and facilities. P1 stated this as follows:

'The College must be supported by DHET in terms of recruitment by availing funds that will enable the college to introduce programs that will attract more students. People are no longer interested in ABET levels 1-4 but instead they need skills programs that will assist them to be employed. The council is expected to look for funds from private sector and enter into partnerships. The college must be assisted in appointing the relevant qualified lecturers who will be able to handle the learning

areas and programs. The majority of the current lecturers we have cannot handle such and therefore the results are affected. Conditions of service for lecturers need to be improved so that they can work hard knowing that they will be remunerated accordingly. Currently a lot of them resign to the main stream schools to look for greener pastures.'

He also talked about NEETs who need to be given a chance but could not be accommodated because government is funding only NQF level 1.

In regard to the issue of funding, P2 introduced as a suggestion the need for funded advocacy campaigns. P2 thought that a campaign could be a way of raising awareness of the plight of adult education and a way of advocating for this.

4.4.4. THEME 4: COMPREHENSIVENESS OF COMMUNITY COLLEGE MODEL IN SOUTH AFRICA

One of the major goals of shifting functions of AET from provincial DBEs to DHET was to build an inclusive institution that would offer diverse range of opportunities of learning to a diverse range of people. This theme places my deliberations with my participants into a microscopic identification of statements and actions that may strengthen the envisaged diverse nature of the CET College model in South Africa. I demarcated the discussion of this theme into three categories: relevance of TTCETC's findings and recommendations; participants' inputs towards the success of CET College model; and the impact of active research on the significance of Function Shift.

4.4.4.1. Category 7: Relevance of TTCETC's Findings and Recommendations

On top of the pronounced research that was conducted by TTCETC, participants' reactions reflect their concurrence with the TTCETC's findings and recommendations. Participants felt that the TTCETC did not give certain issues overt attention to make CET College wholly comprehensive.

a. Sub-Category 7.1: Participants' Concurrence with TTCETC's Findings and Recommendations

All participants showed a first-hand experience of AET challenges that were highlighted by the TTCETC. RM1, LECT2 and P3 concur that the high student attrition rate is a challenge that must be addressed through Function Shift. ST1 and RM1 confirm TTCETC's recommendation that the increase of contact time will reduce high failure rate. ST1 said, *'We need to increase contact time, at least from 10h00 to 17h00.'* RM1 said, *'The contact time must be increased with provision of adequate LTSM and stationary. A mind set of AET must be changed to that of CETC whereby classes are offered on Fridays and holidays to improve pass rate.'*

LECT2 and RO3 identified one of the CET College principles that were missing in AET, i.e., community coherence. In response to the question that wanted them to identify their regional challenges, LECT2 said, *'Lack of cooperation between the EPWPs and CET.'* RO3 said, *'Lack of cooperation between CM and Community project managers'*

RM1 and P2 apprehended the establishment of CET College as a third tier of institutional type along with universities and TVET, as an elevation of Adult education. They agreed that the highest post in former AET was a director; the CETC is programme 6 – it is a branch with its own DDG and they could motivate and access funding directly from the DDG. They felt that they are receiving the necessary support and that the branch and the Director General could address their matters immediately.

b. Sub-Category 7.2: Discussions that were not Explicit in the TTCETC Report

One of the items that participants felt were not given necessary attention was the role of curriculum implementers/specialists. A communiqué from the director General of DHET, Qonde (2015:3) refers to them as regional AET officials. This statement aggravated doubts that some CIs had regarding their position, as facilitators of the initial roadshow did not want to commit the government regarding the future of curriculum implementers (ref 1.2. of this document).

P1 thought that the TTCETC did not take into consideration the role of curriculum implementers. He added that district officials did not know their job titles since DHET did not have DCES and SES posts in their structure. When I asked him about the difference between the structure of the erstwhile provincial AET Directorate and DHET regional office, he said, *'We do not know where the district officials belong.'* He, just like P2, is of the opinion that CIs would be better utilised in the college than at the regional office.

CM2 stated that their curriculum implementers told them they (CIs) were just assisting centres, meaning that Function Shift has excluded them. He highlighted lack of curriculum support as one of his regional challenges. He said, *'Some LAs do not have CIs for curriculum support, especially after the announcement of Function Shift.'* He supported CM1 who suggested that the office of curriculum implementers should be maintained in CET sector.

The exodus of curriculum implementers from AET to the mainstream shows that there may have been a misunderstanding or misrepresentation of the message. When I asked them if the exodus of officials was well informed, P1 and LECT2 agreed that perhaps CIs left because they did not get satisfactory answers regarding their future. When I asked if people who left AET due to Function Shift took uninformed decisions, CM2 said, *'Many CIs in our region migrated to the main stream. 5 of them are from our district. It seems as if the DHET national officials did not give them tangible answers regarding their future.'* P1 responded by saying, *'I can't really say it was an uninformed decision since we did not have adequate information. That decision was taken based on the fear that we might lose all our savings and benefits.'* LECT1 said, *'The current CETC management structure, which does not have curriculum implementers, does not give sufficient curriculum support to me and my students. We will depend on the CMs who may not have specialty in all learning areas.'*

P2, P3 and RM1 confirm the importance of communication. They agreed that the situation, in terms of monitoring and support, would not change. The curriculum implementers would be supporting CET Colleges from regional offices as they had been supporting AET centres from erstwhile district offices. I would suggest in this

regard, taking into account these comments, that the CET sector would not have lost such valuable and experienced curriculum specialists if they were guaranteed their future. Such people would make it cheaper for the Department in terms of training and upgrading CET College lecturers' qualifications.

Another issue that the TTCETC did not entertain is the conditions of employment and job security for lecturers and centre managers. There have been several reconstructions of Adult and Continuing Education over the years, from night schools to ABET, up to AET (Aitchison, 2003) but the fluidity of the sector has not made it easy to determine the living wage of erstwhile AET educators.

When Function Shift was announced and implemented, CMs and lecturers were excited. LECT2 said that he was excited when Function Shift was announced and implemented with the hope that they were going to be permanently employed with better salaries. When I asked him about his colleagues, he said, *'All lecturers were excited with positive expectations. They thought that their conditions of employment would improve.'* CM1 indicated that initially he was anxious about Function Shift but later became excited when he was told that their jobs were secured and their salaries were going to be standardised nationally. LECT1, who was doubtful about Function Shift's effect on her job security and living wage, alleged that her colleagues were excited with positive hopes.

When the draft policy (DHET, 2017) on staffing norms was cascaded, doubts resurfaced again. The draft policy on staffing norms comprises information of expected statistics that constitute the College, CLC and Satellite; lecturer student ratio and remuneration. I asked LECT2 if he was still excited, he said, *'Currently there are no changes. We are still awaiting the fulfilment of the promises... But the recent road show seemed to pose some threat regarding the required number of students per CLC and the pending deployment of lecturers where the required number is not met.'* There was a delay on the finalisation and implementation of policy on staffing norms.

P1 and P2 agree that one of their perpetual challenges, which had lessened as time went on, was the omission of CMs and lecturers' contracts during annual renewal;

ultimately the affected CMs and lecturers get their salaries months after the corrections. The delay on the finalisation and implementation of policy on staffing norms may signify that TTCETC needed more time and a wider range of perspectives to come up with a report that could be implemented without interruptions.

4.4.4.2. Category 8: Participants' Inputs towards the Success of CET College Model

While my engagement with the participants continuously encouraged them to come up with remedial opinions on the shortfalls that they identified and improvement strategies on positive aspects that they commended, we concluded our deliberations with overarching suggestions. The predominant observable proposals were 'Sufficient budget and Consultation.'

a. Sub-Category 8.1: Allocation of Sufficient Funds for the Assigned Functions

Most of the participants' concluding proposals was that the successful shift of AET functions from provincial DBEs to DHET needed sufficient funding for infrastructure; LTSM; recruiting, training and upgrading of lecturers and CMs; and the improvement of lecturers and CMs' conditions of employment.

In response to my question asking P1 to propose a solution towards his regional challenge of low statistics, low pass rate and high student attrition rate, he said:

'The college must be supported by DHET in terms of recruitment by availing funds that will enable the college to introduce programs that will attract more students. People are no longer interested in ABET levels 1-4 but instead they need skills programs that will assist them to be employed. The college is expected to have such programs but there are no funds. The council is expected to look for funds from private sector and enter into partnerships.'

He also motivated that sufficient funds would enable staff members to produce graduates that are desired by the community. P2 echoed the same call when she said:

'We must set aside sufficient budget for advocacy. Use all means of advocacy that we can access like media, radio, churches, community gatherings and technology. Recreation and community engagement like fun run. We must seriously train and monitor our lecturers and CMs for satisfactory throughput – and procure relevant LTSM. We must encourage our staff members to go an extra mile. Lecturers should be involved in the management of CLCs. The recognition and appreciation of excellence should be the norm.'

Participants cautioned that while transition was proceeding, the readiness of administrative systems should have not been underestimated. P1 and CM1 raised the concern that the suspension of funding to CLCs before the final preparing of the College council systems derailed the running of the college. P1 and P2 pointed out that low state of systems' readiness resulted in delay in the renewal of lecturers and CMs' contracts and payments. These demoralising incidences contributed towards continuous emigration of lecturers and CMs. P1 described the exodus of lecturers and CMs as a downward spiral of CLCs when he said, *'Conditions of service for lecturers need to be improved so that they can work hard knowing that they will be remunerated accordingly. Currently a lot of them resign to the mainstream schools to look for greener pastures.'*

I concur with participants who felt that the damage that was caused by the exodus of CMs and lecturers was exacerbated by the moratorium on posts. P3 said:

'Moratorium on the appointment of the departing CMs and Lecturers put more work load on the remaining ones...' In response to the question that wanted him to identify his regional challenge, CM2 also talked about a moratorium on posts, he said, 'Moratorium on appointment of lecturers, especially now, many lecturers are resigning to mainstream schools.'

RM1's assertion gives a reason why CIs were anxious when he mentioned an incomplete structure of the regional office. When I asked him about the possible solution to challenges of migration, he said, *'The department must finalise the regional structure.'* P1 agreed by saying:

'Proper planning should have been done so that when the college starts there are personnel and all the resources needed. All necessary systems should have been in place such as financial systems at the college and the personnel thereof. Placement of all District staff should have been conducted first.'

With regard to the structure of the region, P1 said:

'Currently there is still confusion since there is no approved structure for the regions. Instead, we do not know where the district officials belong. The erstwhile Provincial AET management was very clear in terms of the posts and the reporting lines including the districts. Currently there is no structure but we are told that the districts officials are part of the region while there is no clear structure.'

P2 and P3 clarified that an interim regional structure looked nearly the same as erstwhile district offices, but P3 added, *'For now the regional office is not visible. Only the Principal is leading the transitional function. The regional CET manager is just helping me.'*

I briefed all participants about the US college model that was adopted by many countries that embrace TVET and university diplomas and degrees. I asked them if it was feasible for South African CET Colleges to also offer TVET and university degrees. All participants agreed that it was premature to think of establishing the Community College model of many countries that embrace TVET and university degrees.

b. Sub-Category 8.2: Consultation and Advocacy

Kavanag et al. (2007) describe 'consultation' as the process of discussing something with someone in order to get his/her advice or opinion. The report from TTCETC mentions that consultation was sufficiently conducted; however most participants claimed that they were not aware that Function Shift was being orchestrated.

While some participants said that consultation was not sufficient, P2 felt otherwise. She said, *'There were presentations while research was conducted. We knew about the pending migration. Consultation was sufficient. I regularly attended the TTCETC*

feedback sessions.' However, notably, in response to my request for P1 to comment on the mode and timing of announcing and implementing Function Shift, P1 said, *'The mode was totally not good since the most affected people were not formally informed. The timing was also not correct and this was also raised by auditor general indicating that AET was not yet ready to shift to DHET.'*

I assume that P2, like RM1 and P3, knew about processes that were taking place at DHET offices because they always attended the planning and feedback meetings. However, P3 agreed that others were not sufficiently consulted. When I asked him if he was still excited, he said, *'I am disappointed. Structures are being put in place for implementation but planning, time, resources and consultation was not sufficient. Many people are left out.'*

P3 acknowledged Function Shift as a solution to AET challenges on condition that the scope of consultation is expanded. He said, *'Yes, it is a solution to AET challenges but poor planning, very limited scope of consultation and non-involvement of the beneficiaries of Function Shift might spoil the good intention.'* He agreed with P1 and CM2 that consultations must be conducted through face-to-face meetings where people's inputs would be elicited, not only through circulars.

When I asked ST1 about the role she plays in solving the problem of low enrolment, high dropout and failure rate, she raised another dimension of competency of lecturers to manage diversity as a one of the recruitment strongpoints. She said, *'peer recruitment. We, as students, must tell people about the new development in Adult learning. Lecturers must take the issue of diversity into serious consideration, especially on age and cognitive level.'*

When I asked P1 if his college council would be able to raise funds for the running of the college, his comments implied that the competency of the college council to consult and market the college will be a milestone to the success of Function Shift although he did not want to coerce his college council, He said, *'That is when the success of function shift will be proven. My college council members are well-established academic, business and communal team members. I believe they will succeed, but government funding must play a bigger role.'* RM1 followed suit;

instead of confirming if his college council will be able to raise funds, he described the legality person and responsibility of the college council. My analysis of P1 and RM1's responses concludes a need for robust training for members of all colleges' councils.

4.4.4.3. Category 9: The Impact of Active Research on the Interpretation of the Significance of Function Shift

I decided to conduct scientific research on the significance of Function Shift with the intention of contributing towards its success. I chose an active research method so that I would be able to elicit participants' well-thought judgements and recommendations.

a. Sub-Category 9.1: Characteristics of Active Research Method

i. Active interview enhances a discursive environment

A discursive environment is created when an interview is characterised by follow-up questions for clarity and for further reflection on issues raised. It is also characterised by exchange of opinions between the interviewer and interviewee.

When I asked P1 if he was still anxious about Function Shift, he said, 'Yes'. I asked a follow-up question: if he had been permanently employed as a principal he would have benefitted even if the project had failed, thus what was the reason for his anxiety. He then clarified that he was happy for his promotion but was anxious that he may be redeployed should the project fail.

Another indication of a discursive process can be seen from ST2's response when I asked her, towards the end of the interview session, how she felt about the interview. She responded, '*This interview gave answers on issues that I was afraid to raise to management. It built my confidence on Function Shift and that my future is safe with the CET College.*'

ii. An active interview is edifying

An edifying interview is where both the interviewer and interviewee gain new knowledge during the interview session. LECT2 criticised the principal for not acting on the reports concerning cessation of funding for CLCs. I told him about the repealing of ABET Act 52/2000 through the enactment of CET Act 16/2006 which necessitated the cessation of funds until the college council could establish proper financial systems. He said, *'Well, I did not know that. At least a temporary arrangement (for funding) should have been made to ensure that teaching and learning continues.'* He thus accepted my sharing of information, but added a rejoinder.

When I asked P2 if there was anything more that she thought I needed to know in my research, she said, *'continue to update yourself by regularly going through the website of DHET so that your research can be current.'*

iii. Active interview helps participants to review their perspectives

When I started the interview session with LECT1, she was pessimistic about Function Shift. She said that she was neither anxious nor excited about Function Shift because nothing would change. In response to my question asking her what she had done to find more information about Function Shift, she said, *'I was reluctant to look for more information because I had told myself that I will be gone by now.'* I then asked her, *'don't you think that your ignorance of your current employment can disadvantage your future employment opportunity?'* She responded by saying, *'I did not view it from that perspective. I imagine that my current supervisor may be expected to be my reference. I may also be tested on how I handled change as it always happens everywhere. You know, from now on I will start to actively participate in this transition.'* In concluding our interview session, I asked her how she felt about the interview. She said, *'I am happy with the interview. I have gained an insight about the CETC policy and FS. I am starting to love the process. Initially when I heard about Function Shift I was ignorant. I also like the way you posed the questions and made clarifications and shared new knowledge.'*

I asked P1 if he thought regional offices were sufficiently utilised. He said that many regional officials would be maximally utilised in colleges. I reminded him about national policy on CET Colleges that states that eventually each region would have more than one college and they would require services from the regional office. 'Do you still think that the region is underutilised?' I asked. He said, '*You reminded me of very important information. Yes, I maintain that, for now, the regional office is underutilised.*'

- iv. Active research encourages participants to reflect upon their views in the light of their different positions

I discovered, while interviewing P2, RM1 and P3 that they had information from TTCETC planning and reporting meetings. I asked them if they were comfortable to share the information. They agreed. P2 said, '*Definitely. I am participating as a Principal and as member who was involved during the TTCETC research.*' Active deliberations encourage participants like P2, P3, and RM1 who have information from different areas of reference to share it. While all participants were still confused regarding the position of regional officials, P2, P3, and RM1 publicised the DHET's draft structure that places regional officials in regional offices as they had been in erstwhile Provincial District Offices.

4.5. SUMMARY

I introduced Chapter 4 by re-stating my research objectives so that I could stay focused in terms of aligning my analysis with the objectives. I briefly explained the data collection process, which started at college to regional level with an intention of using the college and regional information as discussion points with head office officials later (See Chapter 5). I presented my participants' profile in a narrative and tabular form. I highlighted that some participants were exposed to the TTCETC meetings. I pictorially illustrated my analysis process which was followed by a detailed narrative, which totaled to Four Themes, Nine Categories, and 18 Sub-Categories which resulted from 40 codes.

The four themes are: 1. Function Shift is tantamount to change; 2. Positive significance of Function Shift; 3. Weaknesses of Function Shift; and Abridged review on the shifting of AET functions from DBE to DHET. The first theme comprises category 1 (Function Shift triggers emotions) and category 2 (Change management). Category 1 dealt with different emotions that were abruptly triggered and those that subsequently manifested themselves at a later stage. In category 2, I traced how the TTCETC and the DHET at large planned and conducted the consultation process during the change process.

I agree with Romm (2002:27) when she criticises Hammersley's argument who says that Weber is correct to insist that the primary goal of research should be (simply) the production of knowledge on the part of researchers. I propose that dialogue is important so that the achievements of life are open to discussion involving participants in the research process. Discussions that are highlighted in theme 2 demonstrated the good intentions and achievements of Function Shift. Category 3 illustrates that life must go on while change proceeds. It means that teaching and learning should not stop until change is complete. Unplanned challenges that change (Function Shift) was experiencing were anticipated and would be dealt with as change continued. Analysis of literature and discussions that took place in category 4 reveals the macro dimension of Function Shift. It demonstrated that the shifting of functions from DBE to DHET contributes to the realisation of the developmental strategies of NDP.

While good intentions and achievements have been exposed in theme 2, the literature and interview discussions that were analysed in theme 3 exposed the weaknesses of Function Shift that caused simultaneous alarm and excitement when it was announced. Category 5 deals with 'Knowledge management' which should be carefully handled at all stages, from its generation, capturing, dissemination and implementation. Category 5 shows that the trial and error change management could not be integrated in the knowledge management. Category 6 analysed statements, literature and body language that enthused excitement when Function Shift was introduced and compared them with reports of what was actually taking place on the ground and with the gradually-generated policies. Participants, somehow, were losing hope due to possible disconfirmed expectancy.

Theme 4 comprises discussions and categories that sought to strengthen the envisaged diverse nature of the CET College model in South Africa. Category 7 exposed TTCETC's findings and recommendations that the participants also raised and those that participants felt the TTCETC did not deal with, so that they could also be attended to during transition. Category 8 highlights inputs that participants made during their entire research process. In category 8 I demonstrate how active research, the research approach that I have used, enabled me to expose concealed issues, even which participants themselves were not aware of their import or thought that were meaningless.

CHAPTER 5: THE REVIEW OF ANALYSIS AND INTERPRETATIONS OF DATA

5.1. INTRODUCTION

This chapter portrays critical discussions that I held with principals, centre managers and regional officials/CIs during second interview sessions (abbreviated as in Chapter 4 as P1, P2 and P3; CM1, CM2, and CM3 and RO1, RO2, and RO3) and it also portrays interviews that I held thereafter with two Head Office officials (abbreviated as HO1 and HO2).

The second or follow-up interview sessions that I held with the three selected principals, centre managers and regional officials/CIs (during January and February 2018) gave them the opportunity to evaluate what they said, during the first interview sessions (between September 2016 and July 2017) against the contemporary state of Function Shift. Thus, it gave them an opportunity to review their understandings and feelings in the light of further developments that had taken place since my first interview with them in 2016.

The aim of the discussion with head office officials, which took place in February 2018, was:

- to apprise the DHET participants about the sentiments that the regional and college participants had regarding the timing of the implementation of Function Shift and the level of consultation;
- to explore if the DHET officials did or did not erroneously contribute towards the misconceptions that regional and college participants had about Function Shift and then looked for a remedy;
- to give DHET officials an opportunity to reflect upon the change management system that they used, i.e., the multilevel rather than the linear S curve approach (similar to the traditional linear approach outlined in Chapter 2, Section 2.4.3.1);
- to draw the attention of DHET officials to the impending weakness of Function Shift, which may lead to disconfirmed expectancy if the promised expansion of curriculum and introduction of skills programs do not materialise; and

- To give the DHET officials an opportunity to evaluate the success or progress of Function Shift in terms of their short term and long term goals.

5.2. SECOND INTERVIEW SESSIONS WITH PRINCIPALS, CENTRE MANAGERS AND REGIONAL OFFICIALS, AND INTERVIEWS WITH HEAD OFFICE OFFICIALS: SOME REMARKS

As part of my greetings and introductions, I informed the participants that our second interview session would serve as an opportunity to reconsider their inputs from preceding interview sessions against the contemporary situation and the envisaged goal. I also notified the Head office participants that the analytic discussions that would emerge during our interview could foster their self-introspection and progress evaluation of the project that they have initiated, namely, Function Shift.

5.3. SECOND INTERVIEW SESSIONS WITH PRINCIPALS, CENTRE MANAGERS AND REGIONAL OFFICIALS or CURRICULUM IMPLEMENTERS

5.3.1. SECOND INTERVIEW SESSION WITH P1

P1 affirmed his conviction when I asked him if he still maintained that regional officials/CIs should form part of the college management. He said:

'Yes, I still maintain that they should be reporting to me because they are seeing my CMs and lecturers more frequently than me and my deputy principals. Most of the duties that they carry are mandated by me, but I do not have authority to call and brief or workshop them on what they should be doing or saying. Unfortunately, when they falter I cannot hold them accountable.'

He motivated his standpoint when I told him that some participants said that the former provincial arrangement would be maintained. He compared the responsibilities of principals against the responsibility of regional managers as two centres of power, as they used to refer to the responsibilities of AET DCEs against those of circuit managers in their erstwhile province. He explained:

'This arrangement is taking us back to the conflict that we had between Circuit managers and AET DCEs. This created confusion, duplication and omission of duties to CMs in terms of reporting and support. It was resolved by branding circuit offices as just points of collecting circulars. The problem remained with the management of hosting schools, which claimed that their budget did not include AET functions, and were only accounting to the circuit manager. Therefore, I think two centres of power is causing confusion. Senior Education Specialist must be part of college management, just below or equal to the positions of deputy principals.'

He expressed the same view as later expressed by HO1 (see below) that a cause of anxiety amongst regional officials/CIs was because their concerns were overlooked. He felt that because of the department's continued reluctance to involve them, regional officials/CIs were still leaving the CET sector. (In my reflective journal, I noted that, although the reason might have not been the same with that of the CMs and lecturers who were still leaving in great numbers too, the department should be concerned about losing experience and expertise that would be needed when the migration process would be completed. I raised this issue when I addressed HO1 and HO2 – see Section 5.4 below.)

Progress that was made through trial and error implementation strategy elicited a change of P1's stance regarding rashness of Function Shift implementation. When I asked him if he still thought that it would be good to complete planning and then implement later, he replied:

'No, now I can see that even if we completed planning first, we would still come across these transitional challenges. Our DDG uses the phrase 'we are fixing the plane while on air.' I just think that we should have been warned in advance that the process is going to take time and some policies will be generated as we shift.'

He conceded that Function Shift was moving very slowly, which should have been communicated to CMs and lecturers to curtail negative emotions. Considering the age group and the needs of the contemporary registered students (i.e., NEETS), P1 concluded that Function Shift was a solution to AET challenges, but he warned that it might take some time before they could realise the envisaged college. He emphasised the need to communicate cardinal issues like the probable duration of

transition. He said that he still had confidence in his college council. His expression regarding the importance of communication before and during the process of implementation ties in with Roth and DiBella's theoretical point that I introduced in Chapter 2, Section 2.4.1, concerning the need to focus on the **means** (the process of change) and not just the **goals** (ends), as is implied in a traditional approach to change management (Roth and DiBella, 2015: 9). Furthermore, P1 added the point that probable duration of transition also should be discussed with those to be affected by the changes. P1's views and reflections during the second interview lend credence to my suggestion made in Chapter 2 that change management in terms of non-traditional styles of management is more important theoretically and in practice than focusing on an assumed 'resistance to change.' P1 did not express 'resistance to change' but expressed the *importance of paying attention to process* and in addition the importance of discussion around how to "fix planes while in the air" as part of the process of flying (his metaphor).

5.3.2. SECOND INTERVIEW SESSION WITH P2

P2 highlighted the slow pace of Function Shift due to the process of multilevel change method. She stated:

'The implementation is not as precise as anticipated. Some hindrances were not planned for. The shifting should have started in 2014, but it started in 2015 due to lack of cooperation from some provinces.'

P2 maintained that the delay was not causing any chaos because she had not promised her Centre managers and lecturers immediate change of their working conditions. She felt that by not creating such expectations problems with the management of the change could be averted. The only problem caused by the delay, as she understood it was the continued resignation of qualified and experienced Adult and Youth lecturers. On this point, she said, *'my problem with that trend is that, by the time Function Shift would be completed there won't be an experienced Adult oriented lecturer and centre manager.'*

P2 described the position of regional officials/CIs as fruitful due to the collegial cooperation between her and the regional officials/CIs. She said:

'The current set-up is that they report to the regional manager who consolidate their reports into one and send it to me, but for practical and collegial cooperation they do report directly to me when they come across issues that demand my immediate attention.'

She explained how she had worked creatively within the system to develop co-operative relationships. Nevertheless, she would have preferred that those leading the changes would have had more foresight about potential challenges.

5.3.3. SECOND INTERVIEW SESSION WITH P3

P3 still believed that insufficient consultation and hasty implementation of Function Shift caused the exclusion of many people like regional officials/CIs. When I asked him if he thought the implementation of Function Shift had proceeded as planned, he said:

'I still feel that Structures were put in place for implementation but planning, time, resources and consultation was not sufficient. Many people were left out. You can hear from the Senior Education Specialist' complains. CMs and lecturers' excitement which abruptly disappeared shows that they did not know what was happening because they were left out.'

Here P3 expressed implicitly the theoretical position that the management of change requires the involvement of people/stakeholders in the content as well as the manner of implementing changes, as critically argued by Alvesson (2002); McIntyre-Mills (2008); Midgley (2000); Roth and Dibella (2015); Perriton (2014); and White (2000). P3 stressed that as he conceives it; Function Shift is and needs to be a *trial and error implementation* process.

When I asked P3 as to why his college experienced more strikes than other colleges, he said that his CMs and lecturers were not only disappointed by unfulfilled promises but were also hurt by the reduction of the small salaries they were earning. Here he

referred to some of the emotions identified by Frahm and Brown (2007) as discussed in Chapter 2, Section 2.5, and he expressed that it was unfortunate that the CMs and lecturers' conditions had deteriorated, thus leading to their justified feeling of hurt. He said: *'the problem was that, instead of improved salary their salaries went down drastically because they were not paid on claiming system anymore but on pro-rata system. They were not prepared in advance about the implication of pro-rata.'*

Regarding the change of CMs and lecturers' mobilisation against Function Shift, he said, *'I don't think that there is anything that we said, or do to cool them off. I believe that they might have seen that the system is there to stay. Their plain reaction is that they are resigning in great numbers and we are struggling to get qualified replacements.'*

He said that the problem of CMs and lecturers' recruitment is exacerbated by the unavailability of regional officials/CIs and unchanging unfavorable conditions of employment.

Unlike in other regions where regional officials/CIs opted out of the CET as individuals, AET officials in his former province were GET Senior Education Specialists but were just assisting in AET. (My observation in my reflective journal was that the provincial government did not see it as part of their responsibility to ensure the success of CET sector establishment. They withheld the posts that were occupied by assisting Senior Education Specialists; hence, Senior Education Specialists who were assisting in AET remained at the provincial setup in their posts.)

P3 emphasised that consultation of and cooperation with a wide range of stakeholders will mark Function Shift as a solution to AET challenges. As noted above, he took the systemic view as suggested by Midgley (2000), McIntyre-Mills (2008) and Roth and DiBella (2015) that involvement of stakeholders is crucial. He conceded that transition was moving more slowly than anticipated due to the real situation that they engaged with as part of the trial and error implementation process. His concern, just like P1, was the exodus of CMs and lecturers during the process. He however suggested that they must continue to move cautiously for a long lasting solution. When I asked him about the progress they had made up to so far, he said:

'We are moving very slowly than we anticipated. That is why CMs and lecturers are losing hope. I suspect that the reality that dictates the policies contradicts the promises that have been given to CMs and lecturers when Function Shift was introduced. However, we must not be hasty for conclusion as I and many people think that we were hasty to implement.'

P1's point can be seen as an extension of Frahm and Brown's (2007:374) table where they locate a number of emotions: P3 added the feeling of hopefulness on his and the part of CMs and lecturers as important not to ignore in change management.

5.3.4. SECOND INTERVIEW SESSION WITH CM1

CM1 expressed the idea that CIs should be accountable to the principal rather than the regional office. He indicated the recent (January 2018) roadshow portrayed the DDG as expecting the accountability on poor results only from the principal. CM1 concluded that if the DDG expected accountability from the principal, it would be logical that all people responsible for curriculum delivery, both from within and outside of the college, must report to the principal. CM1 said that the recent road show did not make any promise regarding the speedy completion of the policy for employment and staffing norms.

In response to my question that requested him to confirm if he still thought that Function Shift was a solution to challenges of Adult Education, CM1 affirmed by saying that the Function Shift's structure was successfully piloted in his former AET centre. What can be drawn from my discussion with CM1 is that a piloted process would allow people to consider how to generate needed changes. This means generating changes in a cultural climate where people expect the process to unfold over time as a cultural option. In this regard, Nukić and Matotek (2014: 25) speak of an 'ad hoc-cratic' culture where ad hoc implementation is provided for. In this process, however, people's roles in the systems require negotiation (cf. Perriton's [, 2014: 384] call for the renegotiation of the critical warrant).

5.3.5. SECOND INTERVIEW SESSION WITH CM2

CM2, due to the democratic management style of his principal, was jubilant with the progress of Function Shift. He said:

'As I told you during our first meeting, that we were constantly in contact with our principal. She told us that, for a start, Function Shift would be focused on normalising the sector in terms of curriculum and venues so that we can have many students. After stabilising centres in terms of statistics, we will then look at the possibility of permanent posts. She keeps on motivating us to work towards change. Some of us might have gone when it will be realised but we must help to transform ABET into Community Education and Training. We are fully behind our principal because she engages us in each and every development.'

As expressed by 'soft' systems thinkers (e.g., Ackoff and Checkland – see Chapter 2 Section 2.4.3.10), CM2 implicitly referred to the importance of eliciting democratic involvement. This was appreciated by CM2 and evoked his positive emotional response. When I asked him about regional officials/CIs, CM2 affirmed that they account to the regional manager rather than the principal. He did not raise any problem regarding such arrangements because the few remaining CIs who support them helped them to improve their results.

In response to a question about the progress of Function Shift in general, he said that change is visibly occurring in the principal's office but very slowly among lecturers and students.

5.3.6. SECOND INTERVIEW SESSION WITH CM3

My discussion with CM3 somehow reminded us both of DHET *Function Shift Human Resources and Financial Management* circular 3/2015 (Mbobo, 2015) which clarifies that employees from PEDs to DHET were transferred from Employment of Educators Act to Public Service Act. We assumed that transition from one employment Act to the next might be the reason behind the non-replacement of the regional officials/CIs who resigned or who remained in the DBE. CM3's criticism was that at least transitory arrangements should have been made to ensure continued curriculum

support. When I asked him about the uprisings that they had regarding the reduction of their salaries, CM3 said, that they have taken the department to court through their union. Despite the salary saga, CM3 was still optimistic that Function Shift lent positive significance to Adult Education through the internships that were promised by the DDG during the recent (2018) road show. Here his argument supports the critical theoretical argument that it is important to take on board the views of different participants and their felt needs. Thus, although conflict might be considered as a feature of the management of change, there may also be routes that should be sought for negotiating workable arrangements via what Midgley (2000) calls systemic intervention.

5.3.7. SECOND INTERVIEW SESSION WITH RO1

RO1 reported that CMs and lecturers were continuing to resign in great numbers and many would follow upgrading their qualifications. When I asked her about the progress of Function Shift in general, she averred that cooperation between the CET College and TVET College on procurement of stationery and reimbursement of transportation was poor. In response to my question about the position of regional officials/CIs, RO1 highlighted issues that may raise a suspicion that the office of regional officials/CIs is discouraged. She said the benefits had been reduced (e.g., official kilometres were reduced from 1750 to 1 000, subsidised vehicles were not accessible anymore and the working utensils were not availed anymore). I reminded her during the course of our discussion about the article in financial circular 7/2015 that indicated that their former provincial arrangements would be applicable up to 31 March 2016. This was to allay the fears that she had expressed and to point out the long-term nature of the change process that may not be a linear progressive process

5.3.8. SECOND INTERVIEW SESSION WITH RO2

RO2 supposed that the title of Curriculum Implementer would end when all those who have moved from DBE have resigned. She said:

'It seems as if the title of a curriculum implementer is sustained only for the purpose of not tempering with the employment contract of us who moved from the DBE to the

DHET. DHET employees are appointed under PSA. I think that is why that all CIs who resigned since the advent of Function Shift have not been replaced.'

She acknowledged that the decreasing of CIs inspired them to play general advisory and counselling functions to centre managers and lectures. She said:

'The remaining ones continue to support where we can. We don't concentrate on the contents of our areas of specialisation anymore, we support curriculum in general like the articulation of a unit standard, writing and presenting a lesson plan, the building and managing students' Portfolio of Evidence (POE), Site Based Assessment (SBA), assessment and moderations.'

After her statement that their results had improved amidst the decreased number of regional officials/CIs, I asked her how they handled the situation differently from other regions. She asserted:

'We were frank to acknowledge that they are busy looking for greener pastures due to current unfavorable conditions of employment. We motivated them to use their experience in CET as a foundation that they could build their future on it. They must work hard and produce results that will build a good reference on them while they were still in CET College. A good reference would be a role that they play in the establishment of CET sector. I suppose that such message reiterated what their principal always told them.'

She avowed that it is such mind-set that kept her personally motivated to contribute willingly to the success of Function Shift. She tried to look for opportunities for contributing in the process of change and recognised that this is not always undertaken in terms of pre-planned goals (as in the traditional/rational model of planning, which I outlined in Chapter 2, Sections 2.4.3.1 and 2.4.3.3).

5.3.9. SECOND INTERVIEW SESSION WITH RO3

RO3 expressed his belief that his provincial administrators knew that Function Shift had challenges. He stated that he was fortunate that he had not moved unlike others who regretted it. He said:

'My colleagues who migrated to DHET say that they had been promised that they would continue to enjoy the benefits that they enjoyed while they were under their provincial administrations, but the opposite was happening. They are not getting subsidised vehicles anymore; their official kilometres for whose vehicles were still subsidised has been reduced to 1000. Those who use their own vehicles for official duties take long before they are reimbursed.'

RO3 stated that people – especially those who were not part of the planning phase – accepted Function Shift based on what was said by the department. His concern was that people who renege on their promises are capable of hiding very crucial information, which may be the same with Function Shift. (In my reflective journal, I noted the importance of developing trust relationships in the management of change.)

Further to these second interviews with P1-P3, CM1-CM3, and RO1-RO3, I took it upon myself to raise concerns expressed by these participants (as well as earlier interviews that I had undertaken with them and with the educators and HO1 and HO2). This was to generate additional data and to ensure that this research would contribute by furthering discussion on the issues in the interest of greater understanding and possible action. The discussions in these interviews also helped to guide my recommendations as proffered in Chapter 6 in relation to change management in the case of Function Shift.

5.4. ANALYTIC DISCUSSIONS WITH HEAD OFFICE OFFICIALS

In the interviews with head office officials, I followed a somewhat confrontative interviewing style as explored by Kvale (2007: 70). This was done to draw out new reflections on issues raised, while (co)analysing with participants the significance of the views and feelings as expressed also by other participants. As with the other interviewees as noted in Chapter 4 (see Section 4.4.4.3), I also obtained feedback from HO1 and HO2 on how they had experienced the interview session. I report upon the interviews with H01 and H02 below.

5.4.1. DISCUSSION WITH HO1

After some initial introductory remarks to HO1, I cautioned him about the dissatisfaction of regions and colleges' participants on head office's insufficient consultation before Function Shift was implemented, and asked him if he could have done differently to maximise the effectiveness of his initial roadshow. He said with a face that displayed much confidence, that they held regular meetings with provincial representatives during the TTCETC reports and feedbacks. I reiterated that most participants heard for the first time about Function Shift during the Head office officials' road show, and he agreed with me. After convincing him that, amidst the publishing of minutes of their regular meetings and circulars in the internet, people remained uninformed, he suggested that he, together with his colleagues, should have ensured that provincial representatives did give feedback to their constituencies by requiring reports of report back and inputs from provincial representatives. He also emphasised a need for people to be technologically literate. However, we agreed that while encouraging our people to be technologically literate, inaccessibility to internet is a reality that must not be overlooked. HO1 added:

'Roadshow is not a bargaining platform. Negotiation of terms and conditions are done at bargaining council where all stakeholders are expected to be represented. Labor formations have a responsibility of updating their members and request a mandate.'

I notified HO1 that most participants felt that Function Shift was prematurely implemented. When I asked for his comment, HO1 echoed P2's stance who said that even if it was postponed, there would never be a suitable time for implementation (sub-category 2.2). He defended the timing of the implementation of Function Shift by saying,

'Should we have waited to finish planning first; we would have not yet started even today. Each day has its project that needs to be attended immediately. Should we have waited longer we would have shelved Function Shift and concentrate on free tertiary education.'

He confirmed the discovery of new skills and knowledge as one of the advantages of continuous restructuring of CET sector when he said, *'Another important fact is that*

we could not plan for unforeseen obstacles that we are experiencing, it is only through implementation that we identified them then look for solutions.'

His position on unforeseen obstacles fits into subcategory 2.2 of my categorisation scheme detailed in Chapter 4, where I suggested under the category of consultation that people should be consulted to identify unexpected challenges and offer solutions for mitigating against them.

HO1 added that in this case the number of colleges, CLCs and satellites that should be established could only be determined from the real life situation, i.e., by counting a number of students in different venues and estimating that of successive years.

After establishing that HO1 values the importance of consultation, I challenged him to reconcile it with his statement when he had said, *'roadshow is not a bargaining platform. Negotiation of terms and conditions are done at bargaining council where all stakeholders are expected to be represented. Labor formations have a responsibility of updating their members and request a mandate.'* I asked him; *'But you initially said that roadshow and circulars are not bargaining platforms. Which inputs do you consider and which ones do you not consider?'* He replied:

'All inputs are considered. It is just that as management you do not come to stakeholders empty handed. You must draft a frame or structure that will guide the inputs. The first Roadshow was a product of a bargaining council which we believe all stakeholders were represented.'

I drew the attention of HO1 to the excitement and high hopes that was expressed to the announcement and commencement of Function Shift, which seemed to be gradually fading away and asked him why CMs and lecturers were so excited. He indicated a clear but unseen scenario by saying:

'Centre managers and lecturers have long been waiting for a process that would improve their conditions of employment. It is also the departmental long term goal of normalising the profession of a community college lecturer.'

This implies that change for progress can be experienced as meeting a long pre-existent yearning to alleviate the suffering as felt by ABET CMs and educators. On the other hand, they heard directly that the long-awaited improvement had arrived. I assumed that HO1 did not want to put the entire blame on the department for creating this expectation.

What this shows to me in theory is that in this scenario the phrase 'resistance to change' (cf. Chapter 2) is inappropriate as it does not cover cases where people are looking forward to changes that they believe might meet their needs, such as in this case the need for firmer employment and better working conditions of adult CMs and educators. Therefore, the phrase 'management of change' qualified with statements regarding dealing with expectations is more appropriate.

When I asked HO1 about the manner in which he announced change, which had stimulated such high hopes, HO1 said:

'We told them that at the end, the post of a college lecturer would be equivalent to an assistant director; of a principal would be equivalent to the director and the deputy principal to the deputy director.'

In response to my follow-up question regarding the feasibility of the promised levels of CMs and lecturers' posts, HO1 reverted to speaking about the process of continuous restructuring of the sector, which includes re-determination of posts. He also indicated that the qualifications of former AET educators and centre managers with only three-year higher diplomas would need to be upgraded.

HO1 acknowledged that they did not seriously consider regional official's/CIs' concerns, which may be a cause of their dissatisfaction and fear. He agreed with P1 and CM1 (in my interviews with them) who said, regional officials/CIs might have left because their questions were not satisfactorily answered. I suggested to HO1 that it was apparent that both the excited and the anxious had incorrect perceptions about Function Shift and asked him if he could have introduced Function Shift in a manner that would eliminate incorrect perceptions. He pointed to the importance of emphasising cardinal issues like duration and type of the project. He said:

'I think that we should have emphasised that we were just beginning, it might take some time but we need to start somewhere. We should have also indicated that it would be a trial and error learning curve but their future was not at risk.'

After conversing about informed participants who were optimistic, I shared with HO1 my understanding that all employees should be well informed about Function Shift so that they can stay optimistic. Most participants from regions and colleges agree that lack of information causes confusion, anxiety and it impedes vision. HO1 suggested a standing programme of meetings between the principal and CMs to keep the latter, who are expected to report to their lecturers, abreast.

I mentioned to HO1 that P1, P2, and RM1 had mentioned that even if the policy says that the CET College would expand the curriculum up to NQF level 4 and introduce skills programs, which was the primary cause of excitement because lecturers and CMs thought that enrolment and sustenance of students would improve, the government would be funding only academic activities. HO1 confirmed this. When I asked him about the competency of college councils to raise funds for the introduction and sustenance skills programs, HO1 said members of college councils underwent thorough scrutiny before they were appointed.

When I asked him to express his experience of the interview session with me, he said:

'This interview informed me about what people on the ground feel about what we are doing. It reminds me about my accountability to the people. It gave me an opportunity to evaluate our work at head office. I think we are on the right path. Each and every evaluation discovers the strong and weak points. Our challenge, which displays the contradiction of short term and long-term goals, is the continued resignation of qualified lecturers and CMs.'

This indicates to me that the interview with H01 was an opportunity for creating continued reflection/learning about the change process on both his and my part.

5.4.2. DISCUSSION WITH HO2

As with HO1, after some introductory words to start the interview, I asked HO2 if he thought of another way that he could have used to ensure that the August 2013 and September 2014 Roadshow was sufficient. He said they have used all the communication strategies like pamphlets, internet, circulars, Roadshow, media and regular meetings with provincial representatives. He acknowledged that some people did not have access to the internet. He suggested that the intention of regular meetings with Centre managers and lecturers was to ensure that even those who do not have access to internet could get the information. When I alerted him that some participants feel that circulars are monologues, he said that they were expecting PED's representatives in the ministerial task team to report to their constituencies where dialogue would take place.

HO2 objected to the notion of premature implementation of Function Shift. He argued that Function Shift was implemented six years after its promulgation. He said, Function Shift was promulgated in 2009 and was implemented in 2015. He added that during those six years, they were generating systems that would facilitate the absorption of AET functions into the DHET. He blamed the PEDs for not informing AET staff members that they were being shifted to DHET. He thus felt that better processes of communication should have been instituted.

Regarding implementation before planning is completed, HO2 showed how impossible it would have been to stop teaching and learning – closing centres, planning, then reopening again. He avowed that life goes on even during change.

HO2 defended his team: they were the ones who raised high hopes of lecturers and CMs. He averred that AET CMs and lecturers have long been neglected. Therefore, when they heard that DHET was taking over, they concluded that their conditions of employment would automatically improve. He added that they did not make any promises with regard to change of payments or full time employment as they did not have own schools in which lessons could be conducted from 8h00-15h00.

When I asked for his comment regarding the regional officials/CIs that remained with PEDs, HO2 indicated that they had emphatically told the regional officials/CIs that they recognised section 197 of Labor Relations Act; therefore, they would be transferred with all their conditions of employment and privileges. HO2 said that reluctance to monitor AET led to corrupt tendencies amongst district officials; he therefore assumed that one of the privileges they lamented might revolve around those corrupt tendencies.

HO2 conceded that they should have won the support of PEDs' officials so that they could cascade the correct information. He attributed the spreading of incorrect perceptions about Function Shift to the reluctance of PED representatives in the ministerial task team to call regular feedback meetings.

In response to my question for HO2 to evaluate the success of Function Shift in respect of short term and long term goals, he said that their short term goal was achieved: shifting of functions from PEDs to DHET was completed, shifting from AET to CET college, utilisation of CET language or terminology and appointment of permanent principals, deputy principals and administrative staff. The challenge which may take longer than anticipated is the standardisation of salaries which in all regions still needed to be accomplished. He pointed out that their long term goal is the transformation of the CET sector into the mainstream of continuing education and the provision of relevant skills that will enhance job opportunities and self-employment.

When I asked HO2 to critique my research approach, he said my topic was too broad therefore did not reflect currency.⁸ He advised me to replace CETU with CET sector. He said that there are many Function Shifts, and I must explain the general meaning of Function Shift so that the reader would understand the process that took place. I thanked him for his input. Thereafter, I altered the topic of my dissertation accordingly. We also agreed to keep on updating each other beyond this research project. When I asked him to evaluate the interview session, he said it was a cordial

⁸ This was in line with the idea of seeking peer review to increase trustworthiness of research, in this case with research participants who can be regarded as peers in the research process 3.10.6.

sharing of ideas. He added that the discussion exposed him to some misconceptions and complaints that centre managers and lecturers are afraid to voice. He gave an example of a hasty implementation which, according to me, he had successfully motivated earlier, saying that not all obstacles can be foreseen in advance.

5.5. INTEGRATION OF THE DATA GENERATED DURING THE INTERVIEWS WITH HO1 AND HO2 WITH DATA FROM SECOND INTERVIEWS WITH P1-P3, CM1-CM3 AND RO1-RO3

In this section I offer my synthesis of data generated in the interviews as reported upon above, under three major themes: timing of the implementation of FS; DHET officials' role in influencing perceptions about FS; and the prospects of curriculum support in the CET Colleges.

5.5.1. TIMING OF THE IMPLEMENTATION OF FUNCTION SHIFT AND THE LEVEL OF CONSULTATION

During the interview with HO1, he attributed the blockade of information about Function Shift to PED representatives in the ministerial task team who did not conduct feedback meetings. He suggested that the report back would have also catered for those who did not have access to internet. Just like HO1, HO2 attributed this lack of knowledge to the reluctance of PEDs' representatives to update their constituencies, he claimed that he utilised all communication strategies he knew to inform people but some were still unaware of the Function Shift when it was implemented.

Both HO1 and HO2 repudiated the objection that Function Shift was hastily implemented. HO1 echoed P2s argument during the first interview session when she said, *'should we have waited to finish planning first, we would have not yet started even today.'*

HO2s argument was that Function Shift was implemented six years after its promulgation. However, as I noted earlier, P3 still believed that consultation was not sufficient and Function Shift was hastily implemented, which resulted in the exclusion

of many people. He said, 'I still feel that Structures were put in place for implementation but planning, time, resources and consultation was not sufficient. Many people were left out.'

This shows the importance, as expressed by Alvesson (2002), Perriton (2014) and White (2000), of not 'leaving out' important role players when moving towards what White (2000: 162) calls 'Changing the "whole system" in the public sector'. This could be considered an analytic generalisation that emerged from the study while also supporting other management theorists' observations.

5.5.2. DHET OFFICIALS' ROLE IN INFLUENCING INCORRECT PERCEPTION ABOUT FUNCTION SHIFT

HO1 and HO2 did not feel that their actions had led to the inspiration of undue excitement of lecturers and Centre Managers (as had been expressed in some interviews). They attributed lecturers and Centre Managers' excitement concerning impending changes to a history of neglect in the adult educational system. HO1 said:

'Centre managers and lecturers have long been waiting for a process that would improve their conditions of employment. However, a portion of her announcement may have unintentionally raised hope when he said, 'We told them that at the end, the post of a Centre Manager would be equivalent to an assistant director; of a principal would be equivalent to the director and the deputy principal to the deputy director.'

HO2 also attributed the spreading of incorrect perceptions about Function Shift to the reluctance of PED representatives in the ministerial task team to call regular feedback meetings. When I spoke to P3 in the second interview, P3 pointed out that his CMs and lecturers were distressed when they received their salaries on the Persal system because they were not informed about the implication of the latter compared to the claiming system. For some time, there were protest marches, which implied that they were given an incorrect idea about Persal system.

This information indicates that, as many theorists, especially the critically-inclined, have averred it is important to generate a more communicative approach in which positions can be negotiated (cf. Perriton, 2014: 384).

5.5.3. THE PROSPECTS OF CURRICULUM SUPPORT IN CET COLLEGES

P1, P2, CM1 and CM2 preferred the office of Senior Education Specialists to fall within the organogram of the college while the DHET placed it in the regional office. P1 maintained that the Senior Education Specialists, 'should be reporting to me because they are seeing my CMs and lecturers more frequently than me and my deputy principals.'

P2 described a dysfunctional departmental time-consuming reporting route whereby each curriculum implementer submits his/her monthly report to the regional manager. The regional manager consolidates these reports into one and submits to the principal. However, the consolidated report may omit important facts. P2 addressed this time-consuming route by creating collegial cooperation with Senior Education Specialists/Regional officials who report directly to her when they come across issues for her immediate attention. After witnessing the DDG demanding accountability on poor results from the principal more than from the regional manager, CM1 concluded that, if the DDG expect accountability from the principal it implies that all people responsible for curriculum delivery, both from within and outside of the college, must report to the principal.

I suggest that P2's decision to adapt what she considered to be a dysfunctional reporting system could be encouraged as part of a cultural climate that supports such initiatives in the process of managing Function Shift. This would take into account theorists of management who claim that organisational behavior need not be in accordance with supposedly clear-cut norms or rules for acceptable behavior, but can and should leave room for initiative, appreciating what Alvesson (2002: 145) calls the 'ambiguity of culture.' That is, the culture can encourage initiative rather than supporting (blind) rule-following if rules do not seem to make sense to the parties involved. This also leaves space for a plurality of commitments to come together in a process of creating workable relationships (Alvesson, 2002: 160-161).

As far as the position of RO or CI is concerned, all participating regional officials/CIs/RO supposed that their recent experience in the DHET denotes that it

wants to do away with the office or position of CI. RO1 and RO2 highlighted that the benefits which they enjoyed in their erstwhile provincial administrations have been reduced (e.g. official kilometres were reduced from 1 750 to 1 000, subsidised vehicles were not accessible anymore and the working utensils were not availed anymore). RO2 and RO3 postulated reasons for DHET to end the office or position of Senior Education Specialist as follows:

Firstly, RO2 recalled that all DHET employees are employed under PSA. She said, 'I think that is why that all SESs who resigned since the advent of Function Shift have not been replaced.' Secondly, RO3 supposed that his provincial management refused to release him when he wanted to shift because they knew that Function Shift created new challenges that his colleagues were already experiencing.

However, RO2, just like P2, reported that the decreasing number of regional officials/CIs motivated them to support lecturers and CMs as general curriculum advisors and counselors, not as learning area specialists. That strategy yielded positive results in that Level 4 results improved.

5.5.4. MULTILEVEL CHANGE MANAGEMENT SYSTEM

HO1, HO2, P1, P2 and P3 all agreed that a multilevel change management system is suitable for Function Shift. That is, their understandings are in line with management theorists who criticise the traditional rational/linear model of change as discussed in Chapter 2 Sections 2.4.3.1 and 2.4.3.3. P2, HO1 use the multilevel change management system as a motivation for starting the implementation, albeit doubts about the timing. She said:

'Should we have waited to finish planning first; we would have not yet started even today. Each day has its project that needs to be attended immediately. Should we have waited longer we would have shelved Function Shift and concentrate on free tertiary education.'

She also indicated that a multilevel change system exposes the implementers to challenges which could not be predetermined during planning. HO2 argued that

teaching and learning could not be stopped or learning centres closed due to planning. He avowed that life goes on even during change.

The multilevel change management system helped P1 to review his stance (during the second interview) with regard to the timing of implementing Function Shift. When I asked him if he still thought that it would be good to complete planning and then implement later, he said:

No, now I can see that even if we completed planning first, we would still come across these transitional challenges. Our DDG uses the phrase “we are fixing the plane while on air”.’

Trial and error implementation does not only change implementers’ standpoints, it can also confirm their convictions. Due to the experience that he gained during the implementation, P1 maintained his conviction that regional officials/CIs should form part of the college management. He said:

‘I still maintain Senior Education Specialist should be reporting to me because they are seeing my CMs and lecturers more frequently than me and my deputy principals. Most of the duties that they carry out are mandated by me, but I do not have authority to call and brief or workshop them on what they should be doing or saying. Unfortunately, when they falter I cannot hold them accountable.’

P1, P2, P3, CM1 and CM2 are of the same opinion that multilevel change management resulted in the delay to complete the transition process. P1 attributed this delay to the generation of policies while transition proceeds. He said, ‘I just think that we should have been warned in advance that the process is going to take time and some policies will be generated as we shift.’

P2 attributes this delay to unforeseen hindrances as follows:

‘The implementation is not as precise as anticipated. There are some hindrances that were not planned for. The shifting should have started in 2014, but it started in 2015 due to lack of cooperation from some provinces.’

CM2 positively echoed his Principal's motivation:

'She keeps on motivating us to work towards change. Some of us might gone when it will be realised but we must help to transform ABET into Community Education and Training.'

All in all, we can conclude via some analytic generalisation that unforeseen hindrances and challenges need to be addressed in processes of managing change, while trying to motivate people to work with one another towards changes that are perceived as constructive.

5.5.5. DISCONFIRMED EXPECTANCY

HO1 and HO2 both agreed (during our interviews) with the Colleges and regions' participants that communication breakdown can result in the failure of Function Shift – thus creating dissatisfaction. This is what Zeelenberg, van Dijk, Manstead and van der Pligt (2000:3) describe as a disconfirmed expectancy, as outlined in Chapter 2 Section 2.7. HO1 showed the importance of emphasising cardinal issues like duration and type of the project coupled with communicating the 'trial and error' process of change to avoid creating undue expectations. He said:

'I think that we should have emphasised that we were just beginning, it might take some time but we need to start somewhere. We should have also indicated that it would be a trial and error learning curve but their future was not at risk.'

HO2 clarified the meaning of the phrase 'government funding was limited to academic activities only.' He elucidated that academic activities meant ministerial approved programs, i.e., ABET level 1-4, Matric finishing school programme and 3 months' short courses that would be funded by Sectoral Education and Training Agency (SETA). When I asked if he did not suspect possible failure of these programs, he gave reasons for his confidence in the college council. He said all college councils' members underwent intensive scrutiny during their selection. P1

hoped therefore that the college councils were still on the whole important and progressive bodies.

P1 suggested that Senior Education Specialists continued to leave the CET sector because of the departments' continued reluctance to involve them. P1 re-iterated the point made by many participants that participative involvement is crucial.

5.5.6. THE SUCCESS OF FUNCTION SHIFT

With exception of RO3, all participants in the second interview session, just like those in the first interview session, concur that Function Shift potentially can address the challenges of Adult and Community Education. RO3's doubts are actually not based on the outcome but on the process, that is, on the need for more consultation and communication during the process. Furthermore participants were not against the idea of gearing towards change, but wished for more input to be taken on board.

HO1 acknowledged that Function Shift was proceeding slowly but succeeding. He was however concerned that in the interim the exodus of lecturers and Centre Managers may reflect badly on the contemporary results. He said:

'I think we are on the right path. Each and every evaluation discovers the strong and weak points. Our challenge, which displays the contradiction of short term and long term goals, is the continued resignation of qualified lecturers and CMs.'

His confidence on the college's council members intensified his conviction.

HO2's conviction of Function Shift's success was based on the expansion of the curriculum from just NQF level 1 to NQF level 4 and short skills' programs that would increase student enrolment, student retention and pass rate. Extensive selection process of the college council, which he counted as one of the milestones, assured HO2 that Function Shift was succeeding.

P1 conceded that Function Shift was a solution to AET challenges of low enrolment, student attrition rate and poor results. He based his conclusion on the fact that the

new type of student that constituted the clientele of the Community College is the 'Neither in Employment nor in Education and Training' (NEETS). He added that it was a process that would take longer to be fully completed.

Though critical about the exclusion of many people during planning phase, P3 accepted that Function Shift would eventually arrive at a long-lasting solution to challenges of Adult Education. He admitted that it is necessary to be cautious to reach a long-lasting solution.

5.6. SUMMARY

The subject with which I was dealing was developing as I was studying it. I was conscious that data that I collected might change immediately when I left the field. It is against this background that I frequented my research field more than once and also telephonically contacted my participants to find out about the latest developments. It is possible that when I conclude my research, the project might have taken another direction. Nevertheless, the project takes this into account because I agree that social life is dynamic and research is therefore about a dynamic study field. Norris and Sawyer (2012: 20) make this point when they state that 'stories themselves [as told by participants] are transitory, as it is acknowledged that they transform over time.'

This chapter serves to report upon and interpret participants' reflections on their position about the project when it was at a particular stage. There have been many developments between the periods of first and second interview sessions. It has become clearer to all participants that Function Shift would take longer than they anticipated to be finalised. The position of the regional officials/CIs is still under question. The participating ROs complain about the decline on their benefits, which is disputed by the Head office official. Qualified and experienced CMs and lecturers continue to leave the sector, which is a concern to the principals. A tangible change up so far was seen in the principals' offices. Three more deputy principals and administrative staff have been appointed. Regional offices under which regional officials/CIs fall were not yet restructured. The majority of participants agreed that Function Shift might be a solution to the challenges of Adult and Community

education. They however expressed concern that the information with regard to the promised skills development programs might not be automatically implemented as announced. This might be a disconfirmed expectancy. HO2 assured me that the information was misunderstood. This comes back to the problem that stimulated this research: a need for thorough information dissemination and the instituting of more mechanisms for communication around initiatives.

CHAPTER 6: SUMMARY OF FINDINGS, RECOMMENDATIONS, AND LIMITATIONS

6.1. INTRODUCTION

The findings and recommendations that arose from this study sought to respond to questions that led to the achievement of the aims and objective of the research. The aims and objectives that guided my research were:

1. To explore participants' perspectives about Function Shift.
2. To investigate the change management system that was followed during transition from DBE to DHET.
3. To assess the experienced effects of implementing the transition from DBE to DHET while the planning was still in process.
4. To identify and explore the experienced positive significance of Function Shift.
5. To explore possible weaknesses of Function Shift.
6. To suggest advancement and remedial strategies for the positive and negative consequences of Function Shift, respectively.
7. To outline the impact of active research approach on this research project.

In this chapter, I integrate the findings and recommendations (presented in accordance with the aims and objectives) with the discussions that I conducted with the participants, some of whom underwent more than one interview session and some of whom participated in a focus group discussion. The primary issues discussed were:

- a. The sentiments of regional and college participants regarding the timing of the implementation of Function Shift and the level of consultation;
- b. Possible erroneous contribution by DHET officials towards the misconceptions that regional and college participants had about Function Shift;
- c. Judgments concerning the change management system that they used, i.e., the multilevel rather than the linear S curve approach;

- d. The impending weakness of Function Shift, which may lead to disconfirmed expectancy if the promised expansion of curriculum and introduction of skills programs do not materialise;
- e. Considerations regarding the success or progress of Function Shift in terms of short term and long-term goals.

The summary presentation of findings and recommendations as well as the limitations of the study are here offered in relation to the guiding concepts of this research, i.e., Function Shift as change; contents of the theory of resistance to change; change as continuous process of transformation; and the role of active research in exploring Function Shift. Therefore, I recapitulate below the guiding concepts.

6.2. GUIDING CONCEPTS OF THE STUDY

6.2.1. FUNCTION SHIFT AS CHANGE

Function Shift is the reassignment to another department's roles and jobs that were initially assigned to a certain department (Crisp, 2007). It is changing or moving from one department to the next. Changing from one department to the next implies that the moving component must change so that it can suit the new host or both the moving component and the new host must change. The shifting of AET functions from PDEs to DHET resulted in the establishment of CET sector. The presentation of findings in Chapters 4 and 5 sought to demonstrate if this Shift is appropriate. The appropriateness of Function Shift is evidenced in terms of making lives of the target group easier and having positive impact on services to the country.

6.2.2. CONTENTS OF THE THEORY OF RESISTANCE TO CHANGE

I indicated in Chapter 2 that I choose to preface the name of the 'theory of resistance to change' by the word 'contents.' The wording of 'theory of resistance to change' gives an impression that it studies resistance to change. By renaming this as 'contents of the theory of resistance to change', I was able to concentrate on the basic principles of change management. My description of change management is

that change management refers to investigative discourse of elements that might lead to resistance to change in certain contexts. Dent and Goldberg (1999: 26) state that people may resist loss of status, loss of pay, or loss of comfort, but these are not the same as resisting change. Resistance to change can also result from change agents' ignorance of the social setting of change subjects or beneficiaries, undermining their section of specialty and by not involving them.

A solution to potential resistance to change depends on how effectively the strategy for and the substance of the change is *communicated* to those who are the targets of change and what mechanisms are used to *elicit their participation* (Frahm and Brown, 2007). Patterson (2014:4) avers that managers or proponents of change must organise communication and invite participation in relation to the feasibility of the proposed changes, possible obstacles that might be confronted and discussion around relevant mitigation strategies, all with an intention of mobilising for cooperation amongst team members. At the end, the subjects or beneficiaries of change must ideally consider change as an opportunity for growth.

6.2.3. CHANGE MUST BE THOROUGHLY COMMUNICATED AND FORUMS FOR COLLECTIVE DISCUSSION CREATED

Frahm and Brown (2007) and Patterson (2014) could be argued to somehow propagate the principle of 'Ubuntu' and respect for the next person: this principle of Ubuntu is expressed through cordial communication and can mobilise cooperation amongst members. They propagate mobilisation for active involvement of members in the change process. Metz (2011:537) cites Shutte who sums up Ubuntu as:

Our deepest moral obligation is to become more fully human. In addition, this means entering more and more deeply into community with others. So although the goal is personal fulfillment, selfishness is excluded.

Although the principles of Ubuntu are beyond the scope of this thesis it is worth noting here my consideration that the arguments of Frahm and Brown (2007) and Patterson (2014) can be said, to be in line with Ubuntu, insofar as they encourage community involvement and collective decision-making based on respect. I suggested via the findings outlined in Chapters 4 and 5 that some participants felt

that they were 'left out' of such processes and they implicitly called for better processes of communication and decision-making.

6.2.4. CHANGE IS A NATURAL PHENOMENON THAT IS INTEGRATED WITH CONTINUITY

A good example of a natural phenomenon is breathing – inhaling and exhaling oxygen in order to live, to grow and to strengthen the body. This example lends substance to Graetz and Smith's (2010) integration of change and growth. They designate change as a continuous process. They declare that the continuous character of change necessitates a multi-philosophy approach. It means that the change process must not be prescribed by a specific sole theory, it must be flexible. That is why they – and I – consider the need for various theoretical perspectives to be engaged with as part of developing a theoretical framework that offers insights (as also compared with the data from the study). I summarise my engagement below.

1. The Traditional Change Agenda

This philosophy does not recognise inputs from employees. It advocates strict adherence to the chronologically prescribed steps. There is no room for deviation. The advantage of the traditional change agenda is that it is – or seems – easy to implement by just following the instructions. The challenge with this philosophy is that if any step along the way comes across unforeseen obstacles, the project may collapse. I showed in Chapters 4 and 5 how unforeseen obstacles arguably could better be dealt with via a trial and error process of implementation, which is what most people in the study advocated.

2. The Biological Philosophy

According to this philosophy, change is a natural response to the ever-developing global environment, and is inevitable. The biological philosophy urges change subjects to recognise the need for change in an organisation taking into account changes that are occurring in an organisation and changes in the outside world. I

showed in Chapters 4 and 5 that in the case of the adult education sector, growth was inevitable but needed to be orchestrated.

3. The Rational Theory

This is also known as strategic or teleological theory. Change in rational theory is assumed to be largely conducted by senior managers who strategise to redeploy workers from one workstation to their areas of perfection. It may also reach a stage of releasing unqualified workers and replacing them with the qualified ones. Just like the traditional change agenda, workers' inputs are not considered. I showed in Chapters 4 and 5 why it could be argued that workers' inputs are crucial – and that all levels of the organisation need to be involved.

4. Institutional Philosophy

Institutional philosophy declares that external pressure does elicit change in organisation. External pressure like government regulations may obligate change of operation, even the policies. One company may operate differently in different settlements due to the influence of a particular community. I showed in Chapters 4 and 5 that external pressures (for a comprehensive adult education sector to meet the needs of adult and post-school learners) should be appreciated in trying to forward Function Shift.

5. Resource Dependency Philosophy

Resource dependency philosophy supposes that change takes place when resources to carry out change are available. In other words, change can take place only when the organisation is ready in terms of resources. Another dimension of resource dependency philosophy is that the organisation can change in pursuit of the resources that they need to be productive and grow. I showed in Chapters 4 and 5 that there were disputes around ways in which the funding mechanisms and the appropriate sources of the funding for the purposes of successful Function Shift could be appropriated.

6. Contingency Perspective

Contingency perspective is about aligning the variables of the organisation to harmoniously enhance productivity. Change, according to contingency perspective amounts to reorganising or rearranging the work force to the level, they can deliver goods and services maximally. Contingency perspective is an eventual philosophy that implies that it is a long-term oriented philosophy. I showed in Chapters 4 and 5 how participants felt that short and long-term goals needed to be aligned and had to be concurrently handled in implementing processes of Function Shift.

7. Psychological Philosophy

Psychological Philosophy acknowledges that human beings are social and emotional beings. It also recognises the experience that people have accumulated over the years – that also affect emotional responses. Change, in psychological philosophy is the identification and removal of elements that might cause anxiety in change subjects. Psychological philosophy is applicable in persuading workers to positively participate in the change process. It is a process – not a once-off event. I offered detail in Chapters 4 and 5 of various responses by different participants - sometimes of mixed emotions and changing responses over time – and I showed that increased reflection on emotions and their causes might be helpful for participants.

8. Political Philosophy

Political philosophy designates change as the result of conflicting ideas. It is suggested that a contemporary idea grows or fades away when new ideas develop. The movement between ideas is also a product of how people interact in terms of power relations. I showed in Chapters 4 and 5 how political dynamics were sometimes interpreted by participants and how some tried to negotiate these dynamics for the development of the national goals as they saw them.

9. Cultural Philosophy

Cultural philosophy is similar to institutional philosophy. They both propagate that change is the development of individuals towards the acceptable standard determined by a community. However, certain strands of cultural philosophy also understand that cultural symbols can afford leeway for different ways of understanding the culture. I showed in Chapters 4 and 5 how some participants who worked creatively in the process of Function Shift capitalised upon this flexibility (e.g., in terms of an 'ad hoc-cratic' cultural climate, which is less prescriptive).

10. Systems Philosophy

Systems philosophy recognises that an entity comprises many units. For this entity to survive all the units must reciprocally support one another. Change in systems philosophy entails reorganising and repositioning of all units to be able to support one another. I suggested in Chapters 4 and 5 that trial and error processes could become more systemically directed to take into account short and long-term goals and the national development agenda.

11. Postmodern Philosophy

Postmodern philosophy emphasises the importance of collective planning and implementation. It propagates that all stakeholders must be represented. The discourse between diversified individuals may result in a change strategy with less risky incidence. According to postmodern philosophy, the implementation is neither linear nor sequential. Implementation takes place while planning and replanning continues. I showed how many participants in the study took this line of thinking about Function Shift.

6.3. DISCUSSION OF THE FINDINGS

The discussion of the findings here follows the sequence of the analysis that I conducted in Chapter 4 and followed through in Chapter 5; and then I will consolidate the findings in the sequence of the aims and objectives.

6.4. DISCUSSION AND INTERPRETATION OF THEMES AND CATEGORIES ARISING FROM THE ANALYSIS

6.4.1. THEME 1: FUNCTION SHIFT IS TANTAMOUNT TO CHANGE

Participants expressed that they were experiencing changes and challenges that accompany change because of Function Shift. It is evident that Function Shift is 'change' of functions or duties and responsibilities from Prov. DBEs to DHET. P1 and P2 noted transitional challenges as an indication that change was taking place. P1 summarised this sentiment:

'It is apparent from the findings that Function shift was given different connotations; to most lecturers it was understood as an improvement of working conditions and to most CIs/ROs it was suspected as a downsizing mechanism.'

6.4.1.1. Category 1: Function Shift Triggers Emotions

Those who perceived Function Shift as an improvement of the working conditions were excited. Those who suspected Function Shift as a downsizing mechanism were anxious. Findings reveal that Function Shift triggered different emotional reactions. Positive interpretation of Function Shift elicited excitement while negative connotation stimulated anxiety. Psychological Philosophy acknowledges that human beings are social and emotional beings. It also recognises that experience, especially the disparaging experiences that people have accumulated over the years, can inspire people to yearn for change.

a. Sub-Category 1.1 And 1.2: Instantaneous and Subsequent Emotional Reactions

Findings reveal that the emotional reactions take place at different times, which is both instant and subsequent. Instantaneous reactions were based on personal feelings, thoughts and assumption about Function Shift. It is evident that subsequent

emotions, unlike instantaneous emotions, were based more on facts or evidence. Findings further reveal that subsequent emotions could either be the prevalence of the initial judgement or development of the new feelings or change of feeling.

6.4.1.2. Category 2: Change Management

Management of shifting functions from one department to the next, as explained by Crisp (2007:13) and Patterson (2014) requires the involvement of all role players. Participants' inputs expressed how planning and cascading took place in the management of Function Shift and how they interpreted the extent to which they felt invited to be involved. This is in line with post-modern philosophy that advocates the involvement of all affected people in change process.

a. Sub-Category 2.1: Planning

The planning for Function Shift entailed the research that was done by the TTCETC. The objection that was raised by some participants was that the distance that the principal had to travel to deliver pay-slips, especially in deep rural areas was not sufficiently researched. However, the National Policy on CET College (South Africa, 2015) reveals that the distance between CLCs and between CETAC and its CLCs will not be a challenge in the ultimate District Municipal CET College. The National Policy on CETC is outcomes oriented, which is one of the aspects of strategic theory.

Findings reveal that the success of the proponent of Function Shift to mobilise for the acceptance of change by CIs/ROs was minimal because CIs suspected that Function Shift was a downsizing mechanism. The findings imply that planning for change which includes mobilising support from the grassroots was not sufficient (cf. Patterson, 2014).

Findings suggest that not all stakeholders were involved during planning. It was discovered that stakeholders from Colleges and regions who attended regular meetings with the DDG had advantageous access to information about the sustenance of SESs position in the regional offices. It is apparent that planning in

terms of the inclusion of curriculum support in the CET sector and the maximum utilisation of regional offices was progressing to some extent. However, CIs, CMs, lecturers and students' lack of information about the planning process made them think that nothing was happening.

b. Sub-Category 2.2: Consultation

Informed potential beneficiaries of change reacted more reasonably as opposed to uninformed ones. These findings suggest that the extent of consultation determined the recipients' readiness to implement. However, findings from the discussions also cautioned that not all transitional challenges could be predetermined before implementation. Hence a trial and error processes was thought by some to be more appropriate.

Findings, as revealed by CM2 and P3 during the interviews, indicate that consultation was not conducted as a dialogue where people's inputs were encouraged and seriously taken into consideration. They claim that the roadshow did not elicit their inputs.

The interviews manifest that some provinces did not positively participate as team members during the consultation phase of Function Shift. P2, for instance, revealed that the affected provinces did not want to disclose the information which was necessary for a smooth hand over. This revelation was confirmed by HO2 during the evaluation of analysis. I suspect that when Function Shift started, it seemed to follow the traditional linear change agenda which is prescriptive and did not take into account people's inputs; therefore, people were discouraged from participating. Becker et al. (2004) and Piderit (2000) say that change can be successfully managed to influence employee emotions, through creating enthusiasm for the proposed changes.

6.4.2. THEME 2: POSITIVE SIGNIFICANCE OF FUNCTION SHIFT

Crisp (2007:13) describes the positive significance of Function Shift in general. He says the aim of conducting any Function Shift is to make a positive impact on the

system and potential recipients. Findings reveal that the intended positive impact of shifting AET functions from Provincial Departments of Education to the DHET was to accelerate the administration and delivery of services (Government Gazette no.3792).

6.4.2.1. Category 3: Function Shift is a Trial and Error Implementation Process

Findings have revealed that the shifting of AET functions from Provincial Departments of Education to the DHET employed a Multilevel Perspective Transitional process similar to that advanced by Geels and Schot (2010:24).

a. Sub-Category 3.1: Gradual Restructuring of the Sector

It was established through the findings that the formation of Adult Education and Youth Development sector evolved along with the practical implementation, characterised by trial and error until the birth of Continuing Education and Training (CET) Sector, known as branch six. HO2 said, *'teaching and learning had to continue while functions were shifted.'* Findings revealed that the establishment of Branch six was, somehow a milestone for the sector. P2 and RM1 agreed that the establishment of CET branch is an elevation of the status of Adult and Community Education.

Findings also revealed that gradual restructuring was witnessed during the appointment of Principals and members of College Councils, the gazetting of 9 CET Colleges (South Africa: 2015) and the enactment of CET Act 16/2006 while secondary policies like monitoring and support and staffing norms were still drafted and cascaded for inputs before finalisation.

Findings, however, suggest that the trial and error implementation strategy communicated ambiguous messages when actions and words contradicted each other, which elicited further doubts about future of the ROs. While ROs were expecting the promised sustenance of their erstwhile provincial benefits, they were seemingly ignored. It was revealed by RO1 when she said, during our 2nd encounter,

'I am still not sure about our position in CET. We lack resources such as printers; copiers; modems for emailing and retrieving as well as office space and stationery among others. Transport claim stipends are not paid timeously because of the communication and reporting systems... delayed, distance to be travelled have been reduced from the initial 1750 KMs to only 1000 KMs, officials are not receiving subsidised government vehicles like their Department of Basic Education counterparts, amongst others. There are no systems in place for controlling and placement of personnel, reporting structures in terms of an organogram is yet to be formed.'

Trial and error implementation strategy is based on some concepts of Post-modern philosophy because the discourse between diversified individuals may result in a change strategy with less risky incidences. According to Post-modern philosophy, as I interpret it, the implementation of change is neither linear nor sequential. Implementation takes place while planning and replanning continues.

b. Sub-Category 3.2: Advantages of Gradual Restructuring of the Sector

It is apparent that Function Shift was implemented incrementally to avoid wasteful expenditure. CM1 said, *'Trial and error implementation is good if done in a small scale, gradually growing to minimise massive wasteful expenses if the project fails.'*

Findings reveal that during the gradual restructuring of the sector, all stakeholders acquired new knowledge and skills of change management and of the sector. P1 avowed that whenever he came across challenges, he consulted head office.

It is apparent that gradual restructuring of the sector was not helpful for stakeholders who were side-lined from active participation. CM1 lamented, *'As a manager, I am not able to plan. I await the regional office to tell me about new developments (changes) that need to be implemented immediately.'* Discussions with P2 confirmed the revelation when she said that a solution for low enrolment, learner retention and pass rate is to involve lecturers in the management of CLCs.

Findings indicate that while new projects were introduced, the normal daily functions like teaching and learning continued by and large. This was affirmed by HO2 when he avowed, *‘teaching and learning goes on while Function Shift proceeds.’* However, not all activities were catered for during the transition due to freeing of funds. LECT 1 complained that they had to transport and cater for themselves to meetings, workshops and moderations. LECT3 lamented that their community project was stopped when Function Shift started. Lecturers and CMs pointed out that should they have been involved they would have raised their experience of running centres without funds and would have suggested interim measures. They were somehow calling for a contingency perspective whereby the short term goal is aligned with the long term goal.

6.4.2.2. Category 4: Function Shift as an Enabler of NDP’s Developmental Strategies

Literature revealed that the broader outcome that was intended to be stimulated by Function Shift was the eradication of poverty through the attainment of the developmental Strategies of NDP: increase access and greater quantity; improved quality and relevance; diversification and integration; and mobility and innovation in Higher Education.

a. Sub-Category 4.1: Acceleration of Administration and Delivery of Services

i. Establishment of CET Colleges

The establishment of CETC was intended to address challenges that were associated with the provisioning of Adult and Community Education such as insufficient resources, inadequate staffing, weak infrastructure and poor articulation. In response to my question about their feelings about Function Shift, RM1 and P2 emphasised that the transition of AET functions to DHET would increase focus and support to the programme.

Findings reveal that participants were concerned that the provision of adult and community education was limited to the principal’s office. P3, P1 and CM1 highlight

the need for full functionality of the regional office to support the college management. I also observed that the situations in CLCs have not changed regarding venues and times of operations and conditions of employment for CMs and lecturers. The application of System philosophy could prompt the DHET to give hope to the CMs and lecturers that while conditions of Principals and Deputy Principals are comfortably secured, there is tangible evidence of improvement to CMs and lecturers.

ii. Roles of Principal and Regional Manager

The delay in the structuring of CET regional offices causes a strain to the office of the principal and underutilisation of regional officials. RM1 and P1 agreed that in order to address challenges of transition, the roles of the principal and regional manager should be clearly distinguished. P3 and P2 assumed that regional offices would be supporting CET Colleges as erstwhile district offices had supported AET centres.

b. Sub-Category 4.2: Improvement of Quality and Relevance; Diversification and Integration; Mobility and Innovation through Function Shift

The principles underpinning the establishment of CET Colleges, as reflected in the National policy on CET colleges (DHET, 2015), were directed towards making the developmental strategies of NDP into reality.

i. Relevant curriculum produces relevant economic workforces

Evidently, the introduction of expanded curriculum and skills development programs stimulated the ambitions of principals, centre managers and lecturers of nurturing economically relevant citizens. For example, P1 declared, *'We aspire to produce literate citizens who can be able to be absorbed in the labor market. We want citizens who can be able to create jobs themselves in terms of self-employment and also those who can be able to be appointed elsewhere as they will be qualified in some skills.'*

It was established that most CLCs did not yet have favorable environment that could produce the aspired citizens. P1 expressed his reliance on the college council, and P2 talked about neighboring farmers with whom she wished to establish good relationships. Resource dependency philosophy supposes that change takes place when resources to carry out change are available. According to this philosophy's suggestion, Function Shift should have not started, as indeed is the argument of some participants. Another dimension of resource dependency philosophy, which I think was the motivation for starting the project without sufficient resources, is that the organisation can change in pursuit of the resources that they need to be productive and to grow.

ii. Involvement of stakeholders

Involvement of stakeholders is a pillar of Function Shift. Findings reveal that at the higher level where all stakeholders are readily available to participate, Function Shift is moving swiftly. Because some stakeholders did not positively participate this impeded both the planning and implementation phases of Function Shift. P2 gave an example of the impediments that were caused by some Provincial governments who needed to supply necessary information to DHET.

iii. Competent and reputable College Council

Evidence reveals that the ministerial committee attempted to select, albeit not proven yet, a competent and reputable college council. HO2, P1 and RM1 declared their confidence in their college councilors. HO2 said, *'the selection that was done by the ministerial committee looked at the candidates' CVs, Financial expertise, legal background, HR and experience.'* My discussions with the above participants disclosed that they were not reporting on tangible evidence that the college councils had already produced. By the time of concluding this research it was still premature to assess the functionality of the college councils.

6.4.3. THEME 3: WEAKNESS OF FUNCTION SHIFT

6.4.3.1. Category 5: Violation of Knowledge Management

a. Sub-Category 5.1: Knowledge Generation

i. Involvement of all stakeholders in knowledge generation

Findings reveal that stakeholders at lower level were not actively involved during the knowledge generation. For example, P3 said, *'I heard about function-shift as early as 2010 because I was part of management that was involved in the planning.'* CM3 said, *'we heard about function-shift from DHET official during 2014 roadshow.'*

Participants at lower level continued passively to expect their principals to come with information or instructions from DHET meetings or through the circulars. It is also apparent that the SESs' lack of knowledge about their position in the new set-up implies that they were not part of the planning stage. These and other statements from participants indicate that Function Shift started from the rational/strategic/teleological theory's point of view which propagates that planning is done by senior managers; junior managers are just carrier of message and people on the ground are just implementers. They are not expected to question the policy.

ii. Ill-conceived perceptions about Function Shift

Instantaneous reactions to Function Shift were based on different conceptions. Findings further reveal that while what could be called the 'correct' knowledge about Function Shift was generated, the excluded ones formulated their own (ill-conceived) knowledge, as P1 puts it, *'Most people that I talked to had the same problem of not understanding what function shift is all about. Maybe those who were given proper information felt differently.'* Discussions reveal that misconceptions can aggravate what is experienced as a bad situation to appear like the worst possible scenario. This was evidenced by LECT5 when she said that while they were expecting an increment, they received half of what they usually received. Ill-conceived perception about change causes either resistance to change or speculative excitement.

b. Sub-Category 5.2: Knowledge Dissemination and Implementation

i. Hasty implementation

The simultaneous implementation of planning and application overlooked arrangements for the transitional phase, hence so many transitional challenges. CM1 cited the stoppage of funding to centres due to repealing of AET Act 52/2000. This meant that lecturers had to pay for transport to meetings, workshops and moderations on a meagre salary. It is understandable that in a MLP implementation, not all people will be equally informed; some will be informed as the project proceeds. However, P3 stressed that many people were left out.

ii. Dissemination of Inadequate Knowledge

The findings suggest that message carriers who were unsure about what the messages they were communicating created doubt and anxiety, and also unfounded excitement. While P1 said he was anxious because no one seemed to understand exactly what was going to happen, CM3 was excited because the presenter wrongly gave them the impression that their employment conditions were going to improve. Omission or non-emphasis of the core message and contrasting body language or gestures can communicate an inadequate message. This was revealed by HO1 when he highlighted that they should have emphasised that Function Shift was a process that would be taking longer.

iii. Detailed explication of CET Act 16/2006 and other supporting policy documents

Findings have revealed that the interpretation of Article 24 (1) of CET Act 16/2006 (South Africa: 2015) exempted the government as the sole funder for skills programs caused a serious scare to lecturers and CMs. The fact that funding for skills programs is not spontaneous and guaranteed like funding for academic programs means that the envisaged increase of enrolment is equally not guaranteed. Findings also suggest that the explanation of the staffing norms at a later roadshow re-created

a setback for lecturers and CMs who were concerned about low enrolment and high attrition rate.

iv. Disheartening lack of clarity

Findings revealed that the attempt to give more explanation on the funding of skills programs and staffing norms in terms of number of FTE colleges resuscitated the anxiety as to whether the CET College would ever come into being. LECT2 put it this way, *'but the recent road show seemed to pose some threat regarding the required number of students per CLC.'* My discussion with HO2 revealed that the government will be involved in funding skills development programs through Sectoral Education and Training Agencies (SETA)'s because SETAs are government organs.

Another intimidating reality, as indicated earlier, is analysing the process through contingency philosophy. It reveals the incongruity between short and long-term solutions. The short-term solutions of Function Shift, e.g., stoppage of funding and moratorium on posts, are not driving the process to the achievement of the long-term goal. The moratorium on appointment of lecturers may be detrimental to the quality of the end-product, which is the CET College.

6.4.3.2. Category 6: Impending Disconfirmed Expectancy

It seems that the DHET prioritised the recruitment of CET Colleges' management with the intention of building effective and efficient policies and systems. It is, however, evident that the DHET is not giving attention to the continued exodus of highly qualified and experienced lecturers and CMs due to unattractive working conditions. Findings categorised as disconfirmed expectancy reveal that funding for skills programs and the required number of students that must constitute a class or satellite or CLC is not guaranteed. I employed the integrated concepts of contingency and systems philosophies to conclude that it seems as if what happens currently has no bearing on what is anticipated in future.

a. Sub-Category 6.1: Hope-Rousing Messages

The tangible changes which are seen in the CET College in terms of appointment of personnel in the principals' office raise hopes for the betterment of CMs and lecturers. The birth of branch 6 raised the hopes of CMs and lecturers that transition of AET functions from Provincial Departments of Education to DHET has reached a point of no return.

b. Sub-Category 6.2: Threats

Documents that I perused plus discussions with participants revealed that insufficient funding may be a threat to the implementation of Function Shift, especially the introduction and sustenance of expanded curriculum and skills development programs, recruiting, redirecting and upgrading lecturers. Transitional challenges prove to have developed scepticism about the benefits of Function Shift, thereby resulting in difficulty in mobilising support and cooperation for change. Though timing is not much a problem in the MLP implementation, discussions revealed that a feeling of being overlooked during consultation is a threat to the transitional challenges that could have been predetermined and mitigated against.

6.4.4. THEME 4: COMPREHENSIVENESS OF COMMUNITY COLLEGE MODEL IN SOUTH AFRICA

6.4.4.1. Category 7: Relevance of TTCETC's Findings and Recommendations

a. Sub-Category 7.1: Participants' Concurrence with TTCETC's findings and recommendations

Findings reveal that the TTCETC diagnoses of erstwhile AET challenges are well known. The elevation of AET to branch 6 was welcomed by all participants.

b. Sub-Category 7.2: Discussions that was not Explicit in the TTCETC Report

Findings reveal that TTCETC did not give sufficient attention to the following items: the role of Senior Education Specialists; conditions of employment and job security for lecturers and centre managers; the continued resignation of lecturers and CMs; and transitional challenges like omission of CMs and lecturers' contracts during annual contract renewals.

6.4.4.2. Category 8: Participants' Inputs Towards the Success of CET College Model

a. Sub-Category 8.1: Sufficient Budget

Inputs that were revealed by the research often revolved around the need for sufficient funding for infrastructure; LTSM; recruiting, training and upgrading of lecturers and CMs; and the improvement of lecturers' and CMs' conditions of employment. Participants suggested imminent structuring and full operational of regional offices.

b. Sub-Category 8.2: Consultation and Advocacy

A point made by various participants for the livelihood of CET College is the need to vigorously advocate and market a relevant institution for adults and youth. Discussions with participants suggest a need for the training of College councils in order to carry out their primary duties of advocacy and governance.

6.4.4.3. Category 9: The Impact of Active Research on the Interpretation of Significance of Function Shift

The study shows that active research elicits active involvement of participants in the process of generating data and coming up with suggestive solutions.

a. Sub-Category 9.1: Characteristics of Active Research Method

i. Active interview enhances a discursive environment

Follow-up questions stimulated discussions that encouraged increased reflection on the part of participants during the interview encounter(s) and led also to participants' sharing of information in what can be called a discursive environment and not just a 'question and answer' environment. My interpretation of this is supported by the feedback from participants when I asked them how they had experienced the interview session.

ii. Active Interview is edifying

Active interview equally exposed me and participants to new knowledge. It is apparent that I, as an active researcher, helped participants to make informed judgments by giving them new understandings based on my inputs in the discussion. It is also evident that my interview style encouraged (some) participants to give information that they thought I needed even when I did not ask them.

iii. Active interview helps participants to review their perspectives

The information/understandings that participants developed after expressing their viewpoints helped them to review their initial stance. My discussion with some participants reveals that active interview can change the attitude of a participant. It is evidenced in Chapter 4, Section 4.4.4.3iii where the participants started the interview with negative attitude, but changed as the interview session proceeded.

iv. Active research encourages participants to reflect upon views by referring to their different positions occupied

Findings revealed that participants who occupied a number of different positions, like P2 (who participated as a principal, TTCETC member, and College Council member) provided more comprehensive data seen from different perspectives. This offered a richness of insights as we explored the process of Function Shift from these different angles.

6.5. RECOMMENDATIONS

1. It is important to note that Function Shift is change. It appears as if this change was not welcomed as it is erroneously believed that change is always met with resistance, hence the 'theory of resistance to change.' Actually, change is first met by interpretation or conception. It is that interpretation of a particular change process that triggers a response. Usually the first response is instantaneous, which may either be supported or not by gathering some facts to come up with a subsequent response. Function Shift was met with instantaneous excitement, anxiety and mixed feelings. Some people took decisions based on instantaneous emotional reactions. They discovered later as Function Shift progressed that their excitement or anxiety may have been unfounded. I therefore recommend that more attention is given in change management processes to assisting people to reflect further upon their intuitions as a basis for their action. People in general must acknowledge that peoples' abrupt reaction to change or to any situation may not always mean or imply what they really want to convey or say.
2. Change is preceded by planning. The research of the TTCETC, which was part of planning, came under criticism, especially when the findings had to be implemented in deep and remote rural settings. It later manifested that the implementation was aimed at achieving the ultimate goal. The ultimate goal is to establish a District Municipal CET College, whose CLCs would be reasonably closer to one another and to the CETCAC. It is a lesson that our research and implementation should be aimed at achieving the ultimate goals, thus rational theory.
3. Planning for change involves mobilising people to support change. I have already argued that we do not mobilise for change from the perspective of people resisting change. We can mobilise for change by addressing concerns that make people uncomfortable to change. It was discovered that the DHET could not mobilise support from some CIs because their queries were not satisfactorily answered. I recommend that change leaders should give

people's queries and concerns satisfactory attention and responses when they mobilise for support to change.

4. Stakeholders who were well informed about Function Shift reacted positively compared to those who were not informed. Moreover, the former were informed because they had an advantage of attending DDGs' and TTCETC's progress reporting meetings. Those who could not attend these meetings received biased and inadequate information, hence unfounded excitement and/or anxiety. That is why they claim that the consultation was not sufficient. I recommend, therefore, that much effort and time be put into drafting and rehearsing the presentation of intention to change.
5. Certain stakeholders, especially provincial administrations did not cooperate in supplying relevant information to the DHET in time and did not report back to their former AET centres about the eminent transition. That is tantamount to refusal to deliver services that have been prescribed by the national government. Usually, refusal or inability to render services goes along with corruption. I recommend appraisal of professional ethics regarding such conduct.
6. A cause of the poor preparation of former AET functions to shift from Provincial DBEs to DHET was the view held by some managers that planning should have been completed first before implementation. It was discovered during interviews that Function Shift did not employ the traditional linear change management strategy. Function Shift utilised an MLP change management system – it was a trial and error approach. It is a gradual replacement of old systems with the new ones. Teaching and learning continues while shifting. I therefore recommend this method for change projects as big and prolonged as shifting former AET functions from Provincial DBEs to DHET. I recommend the MLP because: it is implemented gradually; it encourages teamwork; team members learn new skills and knowledge as they address challenges that they come across; and new programs are introduced while daily functions proceed.

7. Function Shift was carried out with an intention of establishing CET Sector and Colleges. The CET sector and Colleges serve as a vehicle towards the attainment of developmental strategies of NDP. I therefore recommend that as MLP, all fundamental sections of the CET sector should equally gradually progress. The structuring of Colleges should go along the structuring of CET regional offices and positions. Eradication of poverty and improvement of access to higher education is the responsibility of the CET Sector team, not the CET College management only. (This approach is encouraged by the systems thinkers whom I discussed in Chapter 2.)
8. The MLP, if carelessly employed, can result in chaos. The knowledge generation phase of each project is crucial. All stakeholders at the top and bottom levels should be involved so that they can eliminate possibilities of misconceptions about the change process and work together towards progressive ways in future.
9. The narrow consultation scope limits the possibility of identifying and mitigating in advance some potential challenges. MLP advocates that change managers/agents and all stakeholders will address challenges when they come across them. I however recommend that change managers/agents must take much effort and time to determine potential threats and *try to mitigate against them in advance*. I further recommend that the pre-determination and mitigation should be done by *widening the scope of consultation*. Consultation should be a process of gathering information and ideas – not just announcing the intention.
10. Function Shift also runs the risk of *disconfirmed expectancy* by threats that can undermine the achievements that arouse hope. When this research was nearing conclusion, some of the many achievements were: Gazetting of CET Colleges; Enactment of CET Act 16/2006; Gazetting of National Policy on CET Colleges; Appointment of principals, deputy principals and administration staff members; appointment of College council members and the

establishment of CET branch (programme 6). Issues that were still threatening the livelihood of CET sector were: the reluctance to fully involve lecturers and CMs in decision-making; continued resignation of qualified lecturers and CMs; and unguaranteed funding for skills programs. I recommend that the MLP should prioritise the elimination of these threats.

11. Participants concurred with all the AET challenges that the TTCETC identified. They however think that the TTCETC did not give sufficient attention to: the role of the CIs; conditions of employment of lecturers and CMs; and their continued resignations. I recommend that, while building a strong college management team, strong teaching and learning facilitation team, which is CMs, lecturers, and CIs, should be maintained.
12. Research on processes or projects that are concurrently developing requires participants who are actively involved in the interpretation of their settings. Such processes, like the shifting of former AET functions from Provincial DBEs to DHET, have not yet been concluded. Therefore, the judgement of activities is not based on the results. Investigation of such projects needs critical discussions between the (professional) researcher and research participant, whereby they both look for the meaning and implications of events. Participants and my discussions, interpretations and suggestions can contribute to the development of the Function Shift. I recommend that an active research approach should be applied in continuing projects.

6.6. LIMITATIONS AND FURTHER STUDY

The research took place while there was only one CET College per region (Province), each of which was named/identified by the name of the Province. Each College was headed by one principal. For the sake of anonymity, I did not divulge the names of the Colleges from where principals, CMs, and lecturers were sampled. I identified my sampled colleges and participants by numbers, for example, I used P1, CM1 and LECT1 for the participating principal, Centre manager and lecturer of CET College 1, respectively.

I intended to include potential employers of graduates, potential sponsors and members of college councils as participants. I discovered during the interview of principals and CMs that they had not yet identified their potential sponsors and graduates' potential employers. Thus, I decided to exclude them due to practical issues. I interviewed only one regional manager (RM) out of the targeted three. I discovered that regional managers relied on principals, as the regional offices were not structured yet.

To remedy the above limitation in terms of reducing the intended numbers I requested principals to refer to their different portfolios as principals, members of the college council and members of the regional and national management to participate in the interviews. I conducted second interview sessions with ROs, principals and CMs. I discussed the regional and colleges' inputs with the two Head office officials.

The field that needs further study is the functionality of CET College councils. The Government funding for skills and other programs is not guaranteed. Principals did not want to commit themselves regarding the competency of College Council members to raise funds that will enable them to introduce and sustain new programs. An effective CET College council will assist the government to curb CMs and lecturers' attrition due to unfavorable working conditions.

Adult and Community Education is characterised by literacy, numeracy and skills training. The workforce that is needed in this era must fit well in the automation and machination workplace. Research needs to be conducted as to whether Functions of CETC should shift again from DHET to Department of Science and Technology or the Department of Science and Technology should be merged with DHET.

My concluding recommendation is that the oral or print input made by members on the ground, including the assessment of the real and practical situation in CLCs must drive the development of policies that are still cascaded by the DHET. Consultation must be characterised by dialogue, not announcements of deadlines.

6.7. SUMMARY

I introduced Chapter 6 by explaining the strategies that I would be employing to present my findings and recommendations, which are: aims and objectives of the research; various theoretical perspectives; and themes, categories and codes that emerged in chapter 3.

Some participants especially centre managers and lecturers instantaneously understood Function Shift as a solution to their longstanding unfavorable conditions of employment and job insecurity. Subsequently they discovered that it might take longer than they anticipated before it could address their plight. To others, like some curriculum implementers, Function Shift seemed like a downsizing mechanism but the Head office officials emphasised that it was not. However, almost all participants see Function Shift as a possible solution to the challenges of the erstwhile AET sector.

Most participants criticised Function Shift for its premature implementation. They said many people were uninformed, excluded and were not involved in the knowledge development phase of the project. They attributed transitional challenges (like, omission of CMs' and lecturers' contracts, suspension of funding for CLCs and moratorium on appointment of CMs, lecturers and Curriculum Implementers) to unpreparedness of the DHET system to accept AET functions from 9 provinces.

Participants discovered during the discussions that the shifting of AET functions from Prov. DBEs to DHET did not follow a traditional linear system, but an MLP trial and error method.

Function Shift is implemented gradually whereby old systems are gradually replaced by the new ones, for example, former AET centres were not closed in order to replace AET Act 52/2000 with CET Act 16/2006. Teaching and learning continues while shifting. On the day on which AET centres ceased to be AET centres and became CLCs, operational venues for CET Colleges, teaching and learning continued as normal. Function Shift demanded teamwork amongst stakeholders from DHET, provincial administrations, districts and former AET centres. They

experienced some challenges for the first time, which forced them to learn new skills while addressing them.

The MLP system has a positive significance in terms of assuring the nation that the government takes adult education and youth development into serious consideration.

When this study was concluded, the project was continuing, therefore the envisaged ultimate goal was not achieved yet. The ultimate goal of shifting AET functions from prov. DBEs to DHET is to accelerate the administration and delivery of services in order to eradicate poverty and inequality. When this research was nearing conclusion, some of the many achievements were: Gazetting of CET Colleges; Enactment of CET Act 16/2006; Gazetting of National Policy on CET Colleges; Appointment of Principals, deputy principals and administration staff members; appointment of College council members and the establishment of CET branch (programme 6).

The experienced weakness of Function Shift is the violation of knowledge management whereby knowledge is disseminated before it is thoroughly formulated. The MLP change management system tolerates the implementation of an incomplete plan with a conviction that planning and mitigation of operational challenges would continue during the implementation. This conviction led to the exclusion of some stakeholders during the knowledge formulation (research and consultation). The exclusion of stakeholders during knowledge formulation meant missed opportunities to mobilise support for change and to identify more potential transitional challenges.

The exclusion of some stakeholders like CMs, lecturers and curriculum Implementers opened a vacuum for people to formulate their own, mostly incorrect, perception about Function Shift. These perceptions yielded unfounded excitements and anxiety. When these incorrect perceptions (like immediate change of lecturers' and centre managers' working conditions) were later corrected, disappointments manifested.

Another fragility of Function Shift is the possible disconfirmed expectancy. One of the explications that were done at a later stage of Function Shift was the funding of skills development programs. The funding of skills development programs would not be automatic as the funding of academic curricula; it would be through the application to and approval by SETA.

Continued resignation of highly qualified and experienced CMs and lecturers poses the threat that by the time all governing, managing, administrative and physical structures are established, the DHET will have to start afresh to recruit experienced and sufficiently qualified lecturers and CMs.

The recommendations suggested in section 6.5 based on the findings of the entire research project embrace remedial suggestions as to the weakness of Function Shift.

I demonstrated how my active research approach contributed to the interpretation of the significance of Function Shift in section 6.4.4.3 where a participant started an interview session with negative attitude and being indecisive regarding Function Shift. But when the interview session concluded she had thought deeply about Function Shift and changed her negative attitude. In section 6.5.10 I motivated why an active research approach can be regarded as necessary for researching Function Shift and for future extensive and prolonged projects as Function Shift. The interviewing style of active research is a discussion whereby both the researcher and participant analyse the situation from different perspectives.

Regarding my experience of my doctoral research journey, I embarked on this topic as one of the ambivalent group. I was happy that at last ABET was getting the attention it deserved. At the same time, I was concerned about transitional period which even the propagators were not sure about some issues. I decided to conduct research on the process of Function Shift knowing that as much there is good intention, peoples' fears may not be inappropriate. I embarked on this research while I was a Curriculum Implementer for AET systems and management. I, somehow, became involved in the cascading information about Function Shift to my colleagues, CMs and lecturers.

Transitional challenges that were experienced, somehow confirmed the anxiety and some people left. I enjoyed cooperation and support from the DHET office when I requested permission to conduct research on the topic which was still on process. It took some time to convince regional managers and principals that their anonymity was guaranteed, especially because I had indicated in my request and consent letters that I was going to conclude my interviews through evaluative discussions with head office officials.

I discovered during literature review and interview sessions that poverty and inequality is highly concentrated on the potential clientele of CETC, i.e. NEETs and Adults. I realised that change from ABET was inevitable. The vigor that was displayed by departmental officials, amidst criticisms, who sometimes were not sure about the subsequent step, informed me that the department has adopted and integrated the trial and error change management approach and multilevel implementation plan.

When I concluded this research, many challenges were still lying ahead. But the DHET and all stakeholders had reached a point of no return. Theirs is to use the correct formula which will not destroy what they already have.

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APPENDICES

APPENDIX 1

	
COLLEGE OF EDUCATION RESEARCH ETHICS REVIEW COMMITTEE	
13 July 2016	
Dear Rev AM Rivoombo	Ref : 2016/07/13/07358881/40/MC Student : Rev AM Rivoombo Student Number : 07358881
Decision: Ethics Approval	
Researcher: Rev AM Rivoombo Tel: +2773 509 3371 Email: Mashau.rivoshambou@gmail.com	
Supervisors: Prof. NRA Romm College of Education Department of Adult Basic Education and Youth Development Tel: +2782 406 0585 Email: rromm@unisa.ac.za	
Proposal: The significance of function shift to the continuing education and training in South Africa: An active research approach	
Qualification: D Ed In Socio-Education	
Thank you for the application for research ethics clearance by the College of Education Research Ethics Review Committee for the above mentioned research. Final approval is granted for the duration of the research.	
<p>The application was reviewed in compliance with the Unisa Policy on Research Ethics by the College of Education Research Ethics Review Committee on 13 July 2016.</p> <p>The proposed research may now commence with the proviso that:</p> <ol style="list-style-type: none">1) The researcher/s will ensure that the research project adheres to the values and principles expressed in the UNISA Policy on Research Ethics.2) Any adverse circumstance arising in the undertaking of the research project that is relevant to the ethicality of the study, as well as changes in the methodology, should be communicated in writing to the College of Education Ethics Review Committee. <p>An amended application could be requested if there are substantial changes from the existing proposal, especially if those changes affect any of the study-related risks for</p>	
	<p>UNISA 74-76 Street, Marlboro, Ridge City of Tlokweng PO Box 897 UNISA 0003 South Africa Telephone: +27 11 259 3111 Fax: +27 11 429 4190 www.unisa.ac.za</p>

APPENDIX 2



higher education & training

Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

Private Bag X174, PRETORIA, 0001, 123 Francis Baard Street, PRETORIA, 0002, South Africa
Tel: (012) 312 5911, Fax: (012) 321 8770
Private Bag X9192, CAPE TOWN, 8000, 103 Plein Street, CAPE TOWN, 8001, South Africa
Tel: (021) 469 5175, Fax: (021) 461 4781

Enquiries: **Mmaphake Ramasodi** Email: Ramasodi.m@dhet.gov.za Telephone: 012 312 5345

Rev Alfred M. Rivombo
P. O. Box 20658
KWAMHLANGA
1022

By e-mail: mashau.rivoshaumbo@gmail.com

Dear Rev Rivombo

REQUEST FOR PERMISSION TO CONDUCT RESEARCH AT THE DEPARTMENT OF HIGHER EDUCATION AND TRAINING: THE SIGNIFICANCE OF FUNCTION SHIFT TO THE CONTINUING EDUCATION AND TRAINING UNIT IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH

I acknowledge receipt of your request for permission to conduct research in the Department of Higher Education and Training (DHET), on the topic "The significance of function shift to the continuing education and training unit in South Africa: An active research approach"

Your request has been evaluated by the DHET and it is my pleasure to inform you that your request for permission to undertake the above research has been granted.

You are welcome to interview officials of the DHET, subject to their consent and availability. Kindly communicate with Ms Mmaphake Ramasodi (Ramasodi.m@dhet.gov.za) regarding the identification of participants at DHET.

The officials you have identified at the DHET are the following:

- 1) Member of the task team for CETC.
- 2) Representative of VCET branch or CET unit.

Higher Education and Training • Higher Education and Training • Higher Education and Training • Higher Education and Training

APPENDIX 3



PERMISSION LETTER TO THE REGIONAL MANAGER OF CET UNIT

THE SIGNIFICANCE OF FUNCTION SHIFT TO THE CONTINUING EDUCATION AND TRAINING UNIT IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH

TO: THE MANAGER OF CONTINUING EDUCATION AND TRAINING UNIT: _____ REGION.

My name is ALFRED MASHAU RIVOMBO. I am a student at UNISA in the College of Education, Department of ABET and Youth Development. I am doing a study research for a qualification of a degree of Doctor of Education in Socio-Education under the supervision of Professor Norma Romm. **My research reference number is 2016/07/13 07358881/40/MC.**

I intend to conduct my field work in your Region. The purpose of my active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them.

Individuals who are anticipated to participate in this research are: regional Managers of, respectively _____ regional Continuing Education and Training Unit; One CETU Curriculum Implementer/regional official; One CET College Principal; one CET College lecturer; One CET College student. Their participation will comprise interview sessions. The Curriculum Implementer/regional official, the College Principal and the centre manager will be requested to attend second interview sessions. The duration of interview sessions will be 45 minutes for students, and 60 minutes for CETU regional manager, curriculum implementer/regional officials, College Principal, centre managers and lecturers each.

There are no identified risks from participating in this research. There may be risks that are not anticipated. However, every effort will be made to minimize any risks. Participants are at liberty to decline to answer any or all questions and to terminate their participation at any time.

All the participants' names will be kept confidential and will be used only for the purpose of this research. Participants will be assigned codes that will be used on all the notes of the researcher.

It is hoped that this research will give participants an opportunity to, while participating in the research, to analyse this process of change and make inputs to augment or come up with an inclusive Community Education and Training College under Continuing Education and Training Unit.

If you have any question regarding my project, feel free to contact me at my mobile phone **073 509 3371** or **mashau.rivoshaumbo@gmail.com**. If you have questions regarding your officials' rights as research subjects or if problems arise which you do not feel to discuss with me you can contact my supervisor: Professor Norma Romm at **0824060585** or **rommnra@unisa.ac.za** or **norma.romm@gmail.com**

Sincerely: A.M. RIVOMBO

SIGNATURE

DATE

APPROVAL BY THE CETU MANAGER IN _____ REGION

Please sign this letter as a written consent that you have read and understood the contents of this letter and that you approve/disapprove that the research be conducted in your region. It will be my pleasure if I can receive the response as soon as possible.

I, _____, acting on behalf of Continuing Education and Training Unit in _____ Region approve/disapprove (underline your choice) the participation of the regional officials in the research project.

REGIONAL CETU MANAGER:

SIGNATURE

DATE

RESEARCHER'S ACKNOWLEDGEMENT:

SIGNATURE

DATE

APPENDIX 4



**higher education
& training**
Department:
Higher Education and Training
REPUBLIC OF SOUTH AFRICA

DHET 004: APPENDIX 1: APPLICATION FORM FOR STUDENTS TO CONDUCT RESEARCH IN PUBLIC COLLEGES

1.1.										
1.2	Name and surname	ALFRED MASHAU RIVOMBO Ref: 2016/07/1307358881/40/MC								
1.3	Postal address	P.O. BOX 20658 KWAMHLANGA 1022								
1.4	Contact details	<table border="1"> <tr> <td>Tel</td> <td>N/A</td> </tr> <tr> <td>Cell</td> <td>0735093371 or 0780862970</td> </tr> <tr> <td>Fax</td> <td>086 273 3735</td> </tr> <tr> <td>Email</td> <td>mashau.rivoshaumbo@gmail.com</td> </tr> </table>	Tel	N/A	Cell	0735093371 or 0780862970	Fax	086 273 3735	Email	mashau.rivoshaumbo@gmail.com
Tel	N/A									
Cell	0735093371 or 0780862970									
Fax	086 273 3735									
Email	mashau.rivoshaumbo@gmail.com									
1.5	Name of institution where enrolled	UNIVERSITY OF SOUTH AFRICA								
1.6	Field of study	SOCIO-EDUCATION								
1.7	Qualification registered for	<table border="1"> <tr> <td colspan="2">Please tick relevant option:</td> </tr> <tr> <td>Doctoral Degree (PhD)</td> <td><input checked="" type="checkbox"/></td> </tr> <tr> <td>Master's Degree</td> <td><input type="checkbox"/></td> </tr> <tr> <td>Other (please specify)</td> <td><input type="checkbox"/></td> </tr> </table>	Please tick relevant option:		Doctoral Degree (PhD)	<input checked="" type="checkbox"/>	Master's Degree	<input type="checkbox"/>	Other (please specify)	<input type="checkbox"/>
Please tick relevant option:										
Doctoral Degree (PhD)	<input checked="" type="checkbox"/>									
Master's Degree	<input type="checkbox"/>									
Other (please specify)	<input type="checkbox"/>									

2. DETAILS OF THE STUDY

2.1	Title of the study
THE SIGNIFICANCE OF FUNCTION SHIFT TO THE CONTINUING EDUCATION AND TRAINING UNIT IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH	
2.2	Purpose of the study
The purpose of my active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them.	

APPENDIX 5

TO: THE PARTICIPANT

My name is ALFRED MASHAU RIVOMBO. I am a student at UNISA in the College of Education, Department of ABET and Youth Development. I am doing a study research for a qualification of a degree of Doctor of Education in Socio-Education under the supervision of Professor Norma Romm. My research topic is: **THE SIGNIFICANCE OF FUNCTION SHIFT TO THE CONTINUING EDUCATION AND TRAINING UNIT IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH**. My research reference number is **2016/07/13 07358881/40/MC**.

You are being invited to take part in this study as an **INTERVIEWEE**. The duration of the interview session will be 45 minutes for students, potential sponsors and potential employers each, and for CETU regional manager and College lecturers it will be 60 minutes each.

The purpose of my active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them. To explore this I will be speaking to various groups of participants, such as: lecturers, centre managers, College principal, CETU regional manager, curriculum implementers/regional officials and students. There are no identified risks for you from participating in this research. There may be risks that are not anticipated. However every effort will be made to minimize any risks. You are at liberty to decline to answer any or all questions and to terminate your participation at any time.

It is hoped that this research will give you an opportunity to, while participating in the interview, to analyse this process of change and make inputs to augment or come up with an inclusive Community Education and Training College under the Continuing Education and Training Unit. You will receive no compensation for participating in this research. Please take note that your participation is voluntary.

Your name will be kept confidential and will be used only for the purpose of this research. You will be assigned a code that will be used on all my notes. If you agree that the interview can be audiotaped, you will obtain a transcribed copy of your interview; otherwise my notes will be made available to you to comment upon. You will also receive a summary of my findings.

If you have any question regarding my project, feel free to contact me at my mobile phone 073 509 3371 or e-mail: mashau.rivoshaumbo@gmail.com. If you have questions regarding your rights as research subjects or if problems arise which you do not feel to discuss with me you can contact my supervisor: Professor Norma Romm at 0824060585 or rommnra@unisa.ac.za or norma.romm@gmail.com

Sincerely,

ALFRED MASHAU RIVOMBO

Please sign this letter as a written consent that you have read and understood the contents of this letter and you agree/not agree to voluntarily participate in the research project. Your immediate response will greatly contribute positively to this study.

I, _____, of _____ confirm that I have read and understood the conditions of my participation in this research project. My participation is voluntary therefore do not expect any remuneration. I am at liberty to decline to answer questions that I am not comfortable with and that I can terminate my participation without giving reason.

Indicate by ticking (✓) next to your relevant choice

I AGREE TO PARTICIPATE	<input type="checkbox"/>	<input type="checkbox"/>	I DO NOT AGREE TO PARTICIPATE	<input type="checkbox"/>
------------------------	--------------------------	--------------------------	-------------------------------	--------------------------

SIGNATURE: _____

DATE: _____

RESEARCHER'S ACKNOWLEDGEMENT: _____

DATE: _____

APPENDIX 6

APPENDIX T: CONSENT LETTER TO EVALUATORS

TO: THE PARTICIPANT (evaluation of my findings)

My name is ALFRED MASHAU RIVOMBO. I am a student at UNISA in the College of Education, Department of ABET and Youth Development. I am doing a study research for a qualification of a degree of Doctor of Education in Socio-Education under the supervision of Professor Norma Romm. My research topic is: **THE SIGNIFICANCE OF FUNCTION SHIFT TO THE CONTINUING EDUCATION AND TRAINING UNIT IN SOUTH AFRICA: AN ACTIVE RESEARCH APPROACH**. My research reference number is **2016/07/13 07358881/40/MC**. You are being invited to take part in this study by evaluating and making inputs on my findings. It is expected that your evaluation will take 60 minutes.

The purpose of my active research is to investigate in depth the experienced positive and negative consequences of Function Shift with the intention of exploring problematic features and challenges of Community Education and possibilities for addressing them. To explore this I will be speaking to various groups of participants, such as: centre managers, the College principals, CETU regional managers, potential sponsors and potential employers, College council members, curriculum implementers/regional officials and College students. For evaluation purpose I will involve a member of DHET – from the CETU directorate, a member of the Task Team for Community Education and Training Centres, and a Specialist/Academic on adult education and community development.

There are no identified risks from participating in this research. There may be risks that are not anticipated. However every effort will be made to minimize any risks.

It is hoped that this research will give you an opportunity to: recognize other people's inputs; clarify some misconception that the participants might have had; and acknowledge the omissions that participants will have identified. This activity will serve as one of many feed-backs to the DHET on function shift. You will receive no compensation for participating in this research. Please take note that your participation is voluntary. You can also withdraw at any time from participating.

Your name will be kept confidential and will be used only for the purpose of this research. You will be assigned a code that will be used on all my notes.

If you have any question regarding my project, feel free to contact me at my mobile phone 073 509 3371 or e-mail: mashau.rivoshaumbo@gmail.com. If you have questions regarding your rights as research subjects or if problems arise which you do not feel to discuss with me you can contact my supervisor: Professor Norma Romm at 0824060585 or rommnra@unisa.ac.za.

Sincerely,

ALFRED MASHAU RIVOMBO _____

Please sign this letter as a written consent that you have read and understood the contents of this letter and you agree/not agree to voluntarily participate in the research project. Your immediate response will greatly contribute positively to this study.

I, _____, of _____ confirm that I have read and understood the conditions of my participation in this research project. My participation is voluntary therefore do not expect any remuneration. I am at liberty to decline to answer questions that I am not comfortable with and that I can terminate my participation without giving reason.

Indicate by ticking (✓) next to your relevant choice

I AGREE TO PARTICIPATE	<input type="checkbox"/>	<input type="checkbox"/>	I DO NOT AGREE TO PARTICIPATE	<input type="checkbox"/>
-------------------------------	--------------------------	--------------------------	--------------------------------------	--------------------------

SIGNATURE: _____

DATE: _____

RESEARCHER'S ACKNOWLEDGEMENT: _____

DATE: _____

APPENDIX 7

TOPICS FOR DISCUSSION DURING INTERVIEWS

CATEGORY A: RESEARCH PROCESS

Q1	The research for function shift was conducted in Gauteng, Limpopo and Kwa-Zulu Natal provinces. Do you think that data collected from these provinces was sufficient to produce comprehensive findings that led to the current arrangement? Why do you say so?
Q2	Some of the common challenges that were identified in the former AET centres by the Task Team for Community Education and Training Centres are: limited contact time due to afternoon class attendance in main stream schools, low pass rate and high dropout rate. Which challenges that are unique for your region in adult learning and youth development that need to be addressed?
Q3	It seems as if Curriculum Implementers or Learning Area Specialists were not included or sampled as research participants/respondents. What contribution, do you think, they would have made to influence the research results?

CATEGORY B: TRANSITIONAL PERIOD

Q4	When and how did you hear about function shift?
Q5	When function shift was announced some people were anxious and others were excited. How did you feel? Why?
Q6	Is your anxiety/excitement confirmed by the current developments? What is it that is happening that confirms your anxiety/excitement?
Q7	Why do you think that others felt differently?
Q8	In one of the erstwhile provinces, nine AET Senior Education Specialists and one Deputy Chief Education Specialist migrated from AET to other departments because they suspected that their jobs were not secured due to function shift. I think it was an uninformed decision. Am I correct? Why do you agree or disagree with me.
Q9	What can you say about the mode that was used and timing to formally announce the commencement of function shift?
Q10	After hearing about function shift, what did you do to access more information about it?
Q11	Do you think that function shift is a solution to challenges of adult learning and youth development? Why?
Q12	What did you like most during transition?

CATEGORY C: THE END-PRODUCT - CETU AND CETC

Q 13	What is the difference between your erstwhile Provincial AET management/directorate and the current Regional Continuing Education and Training unit in terms of structure/organogram, duties and responsibilities?
Q 14	Do you think that the CETU regional office is sufficiently utilised?
Q 15	The management structure of CETC comprises the Principal, Deputy principals and Centre managers. Do you think that it provides sufficient curriculum support to lecturers and student? Please motivate.
Q16	Do you think that the CETC policy provides a solution to the problem of insufficient curriculum support? Please motivate.
Q 17	What more do you suggest must be done to address the challenges of low enrolment, retention and pass rate.
Q 21	Community Colleges, in countries that have adopted the model of the United States of America, embrace primary, secondary and tertiary levels. How, do you think, can we implement this model in South Africa?
Q18	Can you describe the type of citizens you aspire to produce when your students graduate from your college?
Q19	Does your college/region provide the environment that enhances the accomplishment of your aspirations? Motivate.
Q 20	Who are the potential employers of your graduates? Why do you think that these potential employers will be interested in your graduates?
Q 21	Except providing employment for graduates, how else can potential employers assist in the development of the college?
Q 22	Who, do you think, can be interested in sponsoring you? Why?
Q 23	What do you do to attract sponsorships?
Q24	Is there anything that you think I need to know that may help me in my research?
Q 25	I am interested in knowing how you experienced this interview.

RESEARCHER: _____
SURNAME AND INITIALS SIGNATURE DATE